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A Review of Ethno-Racial Access to Metropolitan Services

Report Prepared by
Multicultural and Race Relations Division
Chief Administrative Officer's Department

THE MUNICIPALITY OF METROPOLITAN TORONTO · 1953 ·

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ETHNO-RACIAL ACCESS
TO METROPOLITAN SERVICES

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METROPOLITAN COUNCIL POLICY STATEMENT
ON
ETHNO-RACIAL ACCESS TO METROPOLITAN SERVICES

The Council of the Municipality of Metropolitan Toronto reaffirms and is committed to the belief that the ethno-racial and linguistic diversity of our community is a source of social, cultural and economic enrichment and strength; and,

The Council of the Municipality of Metropolitan Toronto recognizes that individuals, groups and organizations representative of diverse ethno-racial and linguistic communities encounter barriers in their efforts to access services and to derive equal benefit from the services directly provided, purchased and contracted by the Municipality; and,

The Council of the Municipality of Metropolitan Toronto undertakes to develop specific measures to ensure that individuals, groups and organizations representative of diverse ethno-racial and linguistic communities have access to racially sensitive, culturally appropriate services, and are able to participate in the planning, development and delivery of services directly provided, purchased and contracted by the Municipality.

PREFACE

On August 15-16, 1990, Metropolitan Council adopted a report on "Ethno-Racial Access To Metropolitan Services and Establishment of a Translation and Interpreter's Bureau" (see Appendix #1). Submitted by the Chief Administrative Officer, this report proposed the adoption of a policy statement on Ethno-Racial Access to Metropolitan Services. A specific implementation strategy was also proposed in this report, including the establishment of:

- A Special Committee of Metropolitan Council to monitor progress in policy implementation;
- An InterDepartmental Reference Group to coordinate responses that may cut across various Departments and to assist in the preparation of special and annual reports to Metropolitan Council;
- A Community Reference Group to provide advice and support to the Council Action Committee to Combat Racism and the InterDepartmental Reference Group on matters relating to policy implementation; and
- Corporate resources to facilitate the policy implementation process and to provide translation and interpreter services.

To support the recommendations of the Chief Administrative Officer, two background studies were prepared for Metropolitan Council's consideration. Entitled "The Composition and Implications of Metropolitan Toronto's Ethnic, Racial, and Linguistic Populations" and "A Review of Ethno-Racial Access to Metropolitan Services", these reports identified a range of ethno-racial access issues and strategies required to improve access by ethno-racial minority communities to Metropolitan services.

The report on the demographic make-up of the Municipality is presented under separate cover. The following report is an ethno-racial access review of the Municipality of Metropolitan Toronto, its Corporation, Departments and the Toronto Transit Commission. This "Review of Ethno-Racial Access to Metropolitan Services" was made possible through the efforts of an InterDepartmental Reference Group which had been established in the fall of 1989 to assist the Chief Administrative Officer in preparing the submission to Metropolitan Council. The review addresses several subject areas, including:

- Metropolitan Toronto Activities To Improve Access To Services;
- Issues Confronting The Municipality;
- Analysis of Corporate and Department Needs;
- The Proposed Response; and
- Corporate Resources to Facilitate Policy Implementation.

Highlights of the discussion in each of the above subject areas is provided in the executive summary.

EXECUTIVE SUMMARY
REVIEW OF ETHNO-RACIAL ACCESS TO METROPOLITAN SERVICES

On May 14, 1987, members of the Access Action Council appeared before the Metropolitan Council Community Services and Housing Committee to present recommendations of a report entitled **Access To Health and Social Services By Members of Diverse Cultural and Racial Groups**. Responding to this presentation, on September 28 - 30, 1988, the Metropolitan Council adopted a Multicultural Funding Policy for Grants Programmes delivered by the Community Services Department.

In adopting the Multicultural Funding Policy, Council recommended that the Chief Administrative Officer report to Council with a proposal for the development of a multicultural policy for the service programmes directly operated by the Municipality of Metropolitan Toronto and services purchased, and of a strategy for the implementation of such a policy. Further, on July 5, 1989, Council requested that the Chief Administrative Officer report on the matter of communicating with the non-English literate community of Metropolitan Toronto.

Responding to Council's recommendations, the Chief Administrative Officer, through the Multicultural and Race Relations Division, undertook to review the issue of ethno-racial access to Metropolitan services. This report discusses the findings of the review, identifies the current challenges to the Corporation and details a course of action aimed at assisting the Corporation and its Departments to improve access to Metropolitan services for diverse ethno-racial and linguistic communities.

Metropolitan Toronto Activities To Improve Access To Services:

In 1978, Metropolitan Council adopted a Multiculturalism Policy and established the position of Coordinator, Multicultural Relations within the Chief Administrative Officer's Department. Since then the Metropolitan Government has undertaken a range of policy and program activities which have improved access to Metropolitan services. Specific Corporate initiatives include the establishment of:

- policy statements on Multiculturalism and Equal Employment Opportunity;
- program development in the area of staff training in human rights, race relations, employment equity;
- program development in the areas of refugee and immigrant settlement, employment opportunities for disadvantaged and racial minority youth; and
- a revised policy and procedures aimed at ensuring ethno-racial diversity in appointments to Metropolitan Agencies, Boards and Commissions.

An InterDepartmental Reference Group was formed in the fall of 1989 to assist the Chief Administrative Officer in developing the report for Metropolitan Council. This Reference Group established two subcommittees to examine the issues of purchased and contracted services and the provision of multilingual services. Further, through the InterDepartmental Reference Group, several Departments identified initiatives aimed at improving ethno-racial access to Metropolitan services. These include:

- providing translation and interpreter services;
- involving ethno-racial minority communities in public consultations;
- submitting reports to Metropolitan Council for consideration and adoption;

- developing specific programmes to meet the needs of ethno-racial minority communities;
- establishing specific funding programmes to assist ethno-racial minority organizations;
- establishing specific policies aimed at improving ethno-racial access to services; and
- establishing race relations advisory committees and undertaking to develop profiles of service users.

Issues Confronting the Municipality:

Despite the range of activities undertaken to improve ethno-racial access to Metropolitan services, several issues were identified as confronting the Municipality. These issues include the current legislative and policy context, emergence of community advocacy across municipalities and rapidly increasing demographic changes within Metropolitan Toronto.

Ethno-racial and linguistic diversity is supported by federal and provincial multicultural legislation and policy. A supportive legal framework is provided by the Canadian Charter of Rights and Freedoms and the Ontario Human Rights Code. At the municipal level, this increases community expectations that all governments will work to ensure full participation of ethno-racial minority communities in civic life. There are currently over sixteen community-based organizations actively involved in community organizing, lobbying and advocacy on the issue of access to services.

Also, several community-based reports and articles discussing barriers to services have been released. Directly addressing the Metropolitan government's responsibility as a service provider, these reports have direct implications for the Municipality and propose strategies for action, including advocacy and lobbying. Further issues, perceptions and community concerns were gathered through a series of focus group discussions convened by the Chief Administrative Officer's Department and involving 100 participants.

In addition, increasing immigration of peoples from non-white and non-English speaking source countries will place greater pressure on Metropolitan services as these communities attempt to access municipal services. The following demographic trends highlight some of the key factors respecting the increasing diversity of the Metropolitan population:

- in 1951, 31% of Metropolitan residents claimed countries of origin other than Britain or France. In 1986, this percentage increased to 59%;
- in 1970, the primary source countries for immigrants to Metropolitan Toronto were the United Kingdom and European nations. In the 1980's, the primary source countries for immigrants to the Municipality were in Asia, Africa, Latin America and the Caribbean;
- in 1961, racial minorities comprised 3% of the Metropolitan population. In 1986, racial minorities comprised 21% of the Metropolitan population;
- between 1961 and 1967, one out of every ten immigrants to Canada could not speak English or French. In the 1980's, the number of immigrants without official language ability has increased dramatically.

Current research indicates that by the year 2001 racial minorities could comprise between 28.8% and 32.5% of the Metropolitan population. It is also projected that at least 11,000 immigrants without facility in English or French will arrive in Metropolitan Toronto in each of the next ten years. These demographic trends, however, may not provide insight into the needs of certain groups that may experience disadvantages beyond their ethno-racial or linguistic status. Groups comprising this category include: racial minority, Aboriginal and immigrant women; racial minority and aboriginal youth; and refugees.

Analysis of Metropolitan Corporate and Department Initiatives:

The review process indicated that the response by the Metropolitan Corporation and Departments to the service needs of ethno-racial minority communities is ad hoc in nature and lacks coordination and consistency. Corporate and departmental services do not have the capacity to effectively meet the needs of ethno-racial minority communities. Service barriers caused by language differences, inappropriate methods of service delivery, discrimination and organizational complexity restrict access to Metropolitan services. Further, the planning process for programme and policy development provide limited opportunities to consider the needs of ethno-racial minority communities.

In addition, the Municipality does not have a policy context establishing clear corporate expectations for the delivery of services to ethno-racial minority communities and the Metropolitan Corporation and Departments acknowledge several pressing gaps and needs impacting on the delivery of services, particularly in the areas of:

- providing translation and interpreter services;
- involving ethno-racial minority communities in the planning, designing and delivery of services;
- conducting policy analysis and development to improve access to services;
- developing specific services to meet the needs of the target communities;
- collecting client and community profiles to improve service planning and delivery; and
- participating in staff development and training sessions to improve service delivery to ethno-racial minority communities.

Despite these limitations, Departments are attempting to respond to the needs of ethno-racial minority communities. However, without clearly established corporate expectations, appropriate resources, coordination and monitoring mechanisms, it is likely that Metropolitan staff will encounter increasing difficulties in providing services to ethno-racial minority communities.

The Proposed Response:

The goal of a policy on ethno-racial access to Metropolitan services is to ensure that ethno-racial minority communities receive their equitable share of Metropolitan services. A comprehensive ethno-racial access to services strategy commits the Municipality to develop accessible services by:

- providing the public and the Corporation with clear expectations on making services accessible to the diverse ethno-racial communities within the Municipality;
- informing the ethno-racial communities of services offered by the Municipality;

- including the ethno-racial communities in the planning, design, development and delivery of services; and
- developing specialized programs, where appropriate, to assist these communities in deriving equal benefit from the services offered by the Municipality.

To achieve these objectives, Metropolitan Council has established mechanisms to ensure:

- Council involvement in the policy implementation process through the Council Action Committee to Combat Racism;
- coordination of corporate and departmental activities through an Interdepartmental Reference Group;
- community involvement through a Community Reference Group; and
- corporate resources to facilitate policy implementation.

Conclusion:

This report provides information relevant to the issue of improving access to Metropolitan services for members of ethno-racial minority communities and identifies that in a rapidly changing demographic and legislative context, responding to the service needs of ethno-racial minority communities is a complex task requiring a policy framework and implementation strategy to guide short- and long-term activities for organizational change and development. The policy and implementation strategy were proposed to enable the Corporation and its Departments to establish measures aimed at improving ethno-racial access to Metropolitan Services.

1. Introduction

On May 14, 1987, members of the Access Action Council appeared before the Metropolitan Council Community Services and Housing Committee to present recommendations of a report prepared by the Social Planning Council of Metropolitan Toronto. Entitled **Access To Health and Social Services By Members of Diverse Cultural and Racial Groups**, this report concluded that:

- members of diverse ethno-racial and linguistic communities encounter barriers to participating in the planning, development, delivery and receipt of services;
- barriers to services exist on the basis of racial, linguistic and cultural differences; and
- improving access to services requires involving members of the affected communities in the planning, development, delivery and receipt of services.

Responding to the presentation of the Access Action Council, on September 28 - 30, 1988, the Community Services and Housing Committee recommended Metropolitan Council adopt a Multicultural Funding Policy for Grants Programmes Delivered by the Community Services Department. As an addition to the Terms of Reference for the Department's Grants Programmes, the proposed policy asserted that:

- the population of Metropolitan Toronto is made up increasingly of people from diverse ethno-racial and linguistic backgrounds;
- the changing nature of the population has implications for the delivery of services;
- barriers to services exist for members of diverse ethno-racial and linguistic communities; and
- the Corporation as a funder should ensure social service agencies receiving grants from the Municipality are free from discrimination and accessible to all Metropolitan residents.

However, the report of the Community Services and Housing Committee noted the proposed policy did not address the Corporation as a direct provider of services; nor did the policy include services purchased by the Municipality. This report further noted that, if all Metropolitan services are to be accessible to members of diverse ethno-racial and linguistic communities, the Corporation would need to examine its own service delivery systems, and those of organizations from which services are purchased.

In adopting the Multicultural Funding Policy, Council recommended that:

> **...the Chief Administrative Officer...report to Council early in 1989 with a proposal for the development of a multicultural policy for the service programmes directly operated by the Municipality of Metropolitan Toronto and services purchased, and of a strategy for the implementation of such a policy.**

In addition, on May 10, 1989, in adopting Clause No. 8, Report No. 7 of the Community Services and Housing Committee, **Support Services to the South Asian Community**, Council recommended that:

> **(T)his report be referred to the Multicultural and Race Relations Division of the Chief Administrative Officer's Department as information to assist in their review of the accessibility of services provided to ethno-racial communities in Metropolitan Toronto.**

On July 5, 1989, in adopting Clause No. 1, Report No. 10 of the Management Subcommittee, **Terms of Reference, Operational Scope and Organizational Placement of the Information and Communications Division**, Council amended the recommendations as follows:

> **It is further recommended that...the Chief Administrative Officer be requested to report to Management Subcommittee on the matter of communicating with the non-English literate community of Metropolitan Toronto.**

Finally, on February 15, 1990, Council requested the Chief Administrative Officer to report on any discussions aimed at securing provincial or federal funding to develop a needs assessment respecting methods of communicating with the non-English literate community of Metropolitan Toronto.

Responding to Council's recommendations, the Chief Administrative Officer, through the Multicultural and Race Relations Division, undertook to review the issue of ethno-racial access to Metropolitan services. This included:

* forming an Inter-Departmental Reference Group, composed of staff from a range of Metropolitan Departments, Agencies, Boards and Commissions to help identify the corporate and department policies and programmes promoting or restricting access to Metropolitan services.
* identifying community concerns and issues through focus group discussions with service providers and key community contacts;
* identifying the key demographic pressures impacting on the Municipality;

In addition, a review of the appropriate legislation, policy and programme initiatives of other levels of government was conducted.

The Reference Group met through September and October, 1989 and assisted in identifying the policies and programmes promoting access to Metropolitan services and the corporate and departmental needs to improve access (See Appendix #2). The Reference Group also established two subcommittees:

* the **Subcommittee on Purchased Services** which examined the issue of access to services purchased by the Municipality; and
* the **Subcommittee on Multilingual Services** which examined the capacity and needs of the corporation and departments to provide services to linguistically diverse communities.

Accordingly, this report discusses the findings from the information sources cited above, identifies the current challenges to the Corporation and details a course of action aimed at assisting the Corporation and Departments to improve access to Metropolitan services for diverse ethno-racial and linguistic communities.

2. Review of Metropolitan Activities To Improve Access To Services

This section of the report identifies corporate and departmental initiatives to improve access to Metropolitan services. Background information is followed by a description of:

- corporate programmes and policies respecting access to Metropolitan services;
- a summary of activities aimed at involving the target communities in recent Metropolitan activities; and
- a summary of departmental policies and programmes respecting access to Metropolitan services.

2.1 Background:

In response to a series of racial and ethnic incidents in 1977, Metropolitan Council established a Task Force On Human Relations. In 1978, under the chairmanship of Mr. Walter Pitman, this Task Force completed its report, entitled **Now Is Not Too Late.** Responding to the Task Force report, the Municipality established a Special Committee to Consider the Report of the Task Force on Human Relations which recommended Council adopt a policy on multiculturalism. This Council policy states:

1. The Council of the Municipality of Metropolitan Toronto considers the presence of people from a wide range of ethnic, cultural and religious backgrounds within the Municipality to be a source of enrichment, diversity and strength.
2. The Council believes that all residents of Metropolitan Toronto should be able to conduct their daily lives free from harassment or prejudice from their fellow residents and public servants.
3. The Council hereby instructs its staff to ensure that this objective is met in the performance of their duties, and it urges its associated boards and commissions to issue similar instructions.
4. The Council of the Municipality of Metropolitan Toronto expects its residents to treat each other with compassion and tolerance befitting a community that has grown in peace and is widely respected for its modern and humane approach to the government of metropolitan areas.

In adopting the above policy, in 1978 Council further established the position of Coordinator, Multicultural Relations, within the Chief Administrative Officer's Department to implement the recommendations of the Special Committee, provide policy support to Council and the Corporation, and coordinate action to address issues impacting on the target communities.

However, neither the report of the Task Force nor the recommendations of the Special Committee addressed the full range of Metropolitan services. Further, while affirming the need for Metropolitan staff to treat all residents without harassment or discrimination, the Council policy did not address the need for the Corporation to ensure access by the target communities to Metropolitan services; therefore, clear expectations for the delivery of corporate services to the target communities were not established and subsequent initiatives affecting access to Metropolitan programmes and services have been limited to the areas of:

- immigrant and refugee settlement services;
- disadvantaged youth employment services, including employment services for racial minority youth;
- specialized Divisional and some corporate staff training and education programs aimed at developing staff sensitivity and skills to improve access to Metropolitan services; and
- corporate policies and programmes addressing employment equity, human rights, multicultural and race relations issues within the Municipality.

2.1.2 Corporate Programmes

Responding to the influx of South East Asian refugees, in 1979 the Municipality participated with the federal, provincial, municipal governments and voluntary sector in coordinating activities to ensure the service needs of immigrants and refugees were receiving an appropriate response. Through the Settlement Planning Group and Settlement Program and Planning Committee, the Municipality became involved in the Greater Toronto South East Asian Refugee Task Force whose final report and recommendations addressed Metropolitan services in the areas of: Direct Services, Housing, Employment and Children's Services.

In August, 1979, the Metropolitan Executive approved the formation of the Metro Toronto Government Coordinating Committee on the Reception and Settlement of South East Asian Refugees. This Committee provided a mechanism for information-sharing amongst representatives of the local municipalities, school boards, the Metropolitan Toronto Police and staff of the Municipality on issues respecting refugee settlement.

In 1980, Council approved a study to identify settlement programs and activities within Metropolitan Toronto. This study reviewed the services of three Divisions of the Community Services Department, examined the service needs of immigrants and assessed the services available to meet these needs. A report, entitled **Identification Of Municipal Activities in Immigrant Settlement**, was endorsed by the Community Services Department in 1981.

In May 1980 a racial incident provided the impetus for the Municipality to become involved in youth employment service initiatives. Responding to **The Incident at 75 Tanridge Crescent, Etobicoke, May 12, 1980: A Preliminary Report**, the Metropolitan Chairman established the Metropolitan Toronto Youth Employment Committee to develop a youth employment strategy as part of a long-term Metropolitan race relations program. This Committee then commissioned a report to assist in developing a Metropolitan response to this issue.

In 1982, following the release of the report, entitled **Youth: The Forgotten Generation**, the Youth Employment Committee recommended the initiation of the Metro Youth Outreach and Metro Youth Job Corps programs to address the employment service needs of disadvantaged youth, including racial minority youth.

In 1982, the Municipality sponsored the Jane Finch Neighbourhood Workers Program which employed racial minority youth in the Jane Finch community. These youth assisted in developing five neighbourhood committees composed of community residents.

In 1982, Council established the Multicultural and Race Relations Division to further the efforts already begun by the Coordinator, Multicultural Relations. This Division has since developed several programmes, some in conjunction with the Community Services Department, which provide opportunities for Metropolitan staff to develop knowledge and skills on issues related to employment equity, human rights, race relations and multiculturalism. These programmes include the Managing Diversity and Working With A Multicultural Clientele Workshops, the Kingswood Management Training Program and the Kingswood Education Program for Trainers.

The Working With a Multicultural Clientele Workshop is a two-day program designed to assist Metropolitan staff in providing direct services to the target communities. The Managing Diversity Workshop is also a two-day session designed to assist managers in managing a diverse workforce and delivering services to a diverse clientele. The Kingswood Management Training Program is a five-day residential program in employment equity, human rights, race relations and multiculturalism. The Kingswood Education Program for Trainers is designed to make the Kingswood Training Program transferable to other locations across Canada.

The Multicultural and Race Relations Division also provides staff support to the activities of the target communities and administers the Municipality's Multicultural Grants Program to support projects which are primarily sponsored by organizations representative of the target communities.

In 1983, Council established the Equal Employment Opportunity Division. This Division has since developed several programmes to ensure corporate and department activities are consistent with human rights requirements. These programmes include the Human Rights Seminar, the Workshop On Racial and Sexual Harassment and the Human Rights Complaint Management Course. In addition, the Equal Employment Opportunity Division assists the Multicultural and Race Relations Division in delivering the Kingswood Management Training Program. The Equal Employment Opportunity Division also conducts ongoing human rights system reviews.

Through its programmes, the Equal Employment Opportunity Division aims to ensure the Metropolitan workforce is representative of the community and that the workplace environment is free from discrimination. These efforts significantly enhance Metropolitan service delivery to the target communities.

In 1983 and 1984, the Municipality co-sponsored the Police-Youth Employment Program with the Ontario Human Rights Commission and the Metropolitan Toronto Police. This program provided summer employment opportunities for a multiracial group of disadvantaged youth from high needs areas to work with the police in administering "The Vial of Life Project", a health-related program for seniors.

In 1985 and 1986, the Municipality co-sponsored the Metro Youth Internship Program with the North York Board of Education. This program provided opportunities for disadvantaged youth to gain work experience in a variety of Metropolitan Departments.

2.1.3 Corporate Policies

In 1980, the Municipality adopted an Equal Employment Opportunity Policy prohibiting discrimination in employment. In response to a report by the Chief Administrative Officer, Council recently adopted a revised Equal Employment Opportunity policy emphasizing a results-oriented programme for all Metropolitan Departments and involving target communities in the policy's implementation.

In 1986, on the recommendation of the Chief Administrative Officer and supported by the Metro Chairman and the CUPE locals, Council adopted the Workplace Harassment Policy prohibiting racial and sexual harassment in the workplace and establishing procedures for the resolution of related complaints.

In 1990, Metropolitan Council adopted a revised policy and procedures for citizen appointees to Metropolitan Toronto Agencies, Boards and Commissions. This policy recognizes that the people of Metropolitan Toronto are best served by Agencies, Boards and Commissions reflecting the diversity of the community. It further noted proactive strategies will be used to achieve this result and appointed representatives from the Equal Employment Opportunity Division, and, Multicultural and Race Relations Division as observers and advisers.

2.2 Current Status

Recently, Metropolitan Council, the Corporation and various Departments have acknowledged the increasing importance of the target communities by:

- conducting specific outreach to involve members of these communities in the MetroPlan Review Process;
- including related issues in the Terms of Reference and community involvement processes of the Youth Task Force and Social Development Strategy;
- preparing materials in diverse languages for the public meetings on property tax reassessment;
- undertaking proactive strategies to ensure the diversity of the community is reflected in appointments to Council Agencies, Boards and Commissions; and
- establishing a results-oriented equal employment opportunity policy and program which includes racial minorities as a target group.

2.2.1 Department Policies and Programmes

The reports received from the Inter-Departmental Reference Group identify initiatives promoting access to Metropolitan services and are listed as follows:

- **Communication;**
- **Community Linkages;**
- **Staff Reports;**
- **Staff Development;**
- **Service Programmes;**
- **Funding Programmes;**
- **Policy Development; and,**
- **Special Projects.**

A brief summary of these initiatives is provided below and further information is available in Appendix #3.

Communication

Relying on purchased services or voluntary staff efforts, five Departments and one Commission reported translating public relations material, programme information brochures and service application forms to improve communication and service delivery to the Municipality's non-English speaking residents. In addition, many departments have developed an inventory of staff skills in languages other than English and French to provide interpreter services on an informal basis. These Departments include: Community Services, Chief Administrative Officer's, Personnel, Transportation, Clerk's and Toronto Transit Commission.

Community Linkages

Two Departments reported activities aimed at involving the target communities on matters related to: community and policy development; participation or advisory boards and planning specific departmental activities; maintaining liaison between Metropolitan staff and community organizations; and providing information regularly to the target communities. These Departments include: Community Services and Chief Administrative Officer's.

Staff Reports

Four Departments and one Commission reported submitting staff reports for consideration and/or approval by Council, Council Committees or Departments. These reports discuss issues related to providing services to, or working with, the target communities. These Departments include: Community Services, Ambulance Services, Metropolitan Planning, Chief Administrative Officer's and the Toronto Transit Commission.

Staff Development

In terms of working with a diverse workforce and community, seven Departments and one Commission reported participating in programs aimed at improving the skills of management and client contact staff. These Departments include: Community Services, Ambulance Services, Personnel, Clerks, Transportation, Parks and Property, Chief Administrative Officer's and the Toronto Transit Commission.

Service Programmes

Four Departments and one Commission reported providing service programmes specifically developed and implemented to ensure access by the target communities to some services. These Departments include: Community Services, Works, Ambulance Services, Chief Administrative Officer's and the Toronto Transit Commission.

Grants Programmes

Two Departments reported administering grants programmes to support organizations and service agencies representing and providing services to the target communities. These Departments include: Community Services and the Chief Administrative Officer's.

Policy Development

Currently, one Department and one Commission reported having policies promoting access to services operated, funded and purchased by the Municipality. This includes: Community Services Department and the Toronto Transit Commission.

Special Projects

Two Departments reported special projects which assist the corporation and departments in improving access to Metropolitan services. These Departments are: Community Services and Chief Administrative Officer's.

2.2.2. Subcommittee on Purchased Services

The Subcommittee on Purchased Services referred the following findings to the Reference Group:

- the Council's reference to "service programmes operated and purchased by the Municipality" is inclusive, thereby, covering the range of services purchased by the Municipality and including services contracted by the Municipality; and,

- "provision of services" was defined as any inter-action whereby individuals, groups, organizations and the public are provided with resources, support or assistance by Metropolitan staff. This covers: providing information to the public on the Municipality's activities; directly assisting individuals, groups and organizations; providing services to the public, eg., road repair, waste disposal; and providing services to Metropolitan Departments to enhance their delivery of services to the community.

Further, to implement an access policy in the area of purchased and contracted services, the Subcommittee identified that the Municipality must take the following into account:

- departments purchase and contract services from non-profit and commercial firms and some of these firms may sub-contract to other firms;

- regarding the Community Services Department, many non-profit agencies receive funding from other sources and the Municipality may be the minor funder in many of these cases; and,

- regarding the Departments of Works, Transportation, and, Parks and Property, services are primarily contracted for public benefit.

Based on discussion of the above, the Subcommittee recommended that once Council adopted an access to services policy, a task group be struck to develop an implementation strategy for services purchased and contracted by the Municipality. This is a complex issue impacting on a broad range of Metropolitan departments. Appendix #4 provides the terms of reference for this Subcommittee and lists recent purchasing costs for each department.

2.2.3. Subcommittee on Multilingual Services

The Subcommittee on Multilingual Services referred the following findings to the Reference Group:

- the information gathered on department initiatives to improve access to Metropolitan services has identified a need for multilingual service delivery across a range of departments. This need is now being met by staff on a voluntary, ad-hoc basis without quality control or consistency;
- a policy on access to Metropolitan services must endeavour to enable the target communities to overcome language as a barrier to Metropolitan services and, thereby, participate in the process of government; and
- an implementation strategy for multilingual service delivery must be sufficiently flexible to meet corporate and department needs.

Further, in conducting research on the related activities of other levels of government, this Subcommittee identified that:

- the Government of Ontario provides translation and interpreter services through a range of ministries and is currently assessing its responsibilities in this area; and
- the City of Scarborough, City of Toronto and Borough of East York have provided translation and interpreter services for various projects.

Based on discussion of the above, the Subcommittee recommended establishing corporate translation and interpreter services to facilitate communication to the Municipality's non-English speaking residents, taking into account major linguistic communities and communities in need. The Subcommittee also recommended establishing a task group to develop each department's capacity to deliver services in diverse languages, taking into account the feasibility of using human and computer-aided resources.

Appendix #5 provides the terms of reference for this Subcommittee and further details the Subcommittee's research.

3. Issues Confronting the Municipality

The current legislative and policy context, emergence of community advocacy across municipalities and rapidly increasing demographic changes are combined pressures impacting on the Municipality. In addition, the activities of other levels of government have established precedent for examining and responding to the access needs of the target communities.

3.1 The Legislative Context

Ethno-racial and linguistic diversity is supported by federal and provincial multicultural legislation and policy as well as in the legal framework provided by the Canadian Charter of Rights and Freedoms and the Ontario Human Rights Code. In particular, the Ontario Human Rights Code prohibits discrimination in the delivery of services on various grounds, including race, colour, ethnic origin, place of origin, ancestry, creed. Further, the Ontario Human Rights Code provides a framework for supportive measures including policies and programs aimed at improving access to services.

3.2 Community Activities

At the municipal level, this increases community expectations that local government will work to ensure full participation of the target communities in civic life. Since 1987, community advocacy has been developing throughout Metropolitan Toronto and community representatives are demonstrating greater concern about the role of municipalities in terms of service delivery, particularly to indicate that members of the target communities have a role in planning, developing and delivering municipal services.

There are over sixteen community-based organizations actively involved in community organizing, lobbying and advocacy on the issue of access to services. These groups include: the Access Action Council, the Multicultural Coalition Access to Family Services Coalition, the Ontario Council of Agencies Serving Immigrants, the United Way of Greater Metropolitan Toronto, the North York Inter-Agency and Community Council, the Multicultural Consciousness Committee of Scarborough, the York Inter-Agency Network Race Relations Committee, the Congress of Black Women, the Multicultural Coordinating Group on Access to Family Services, the Portuguese Inter-Agency Network, the South Asian Inter-Agency Network, the Toronto Aboriginal Social Services Association, the Chinese Family Life Services, Women Working With Immigrant Women, the Full Screen Working Group, the Coalition of Visible Minority Women, and the Federation of Chinese Canadians in Scarborough.

Simultaneous to the above activities, several community-based reports and articles discussing barriers to services have been released by the following organizations: the Urban Alliance On Race Relations, Fuse Magazine, Parallelogramme, the Multicultural Coalition on Access to Family Services, the Vietnamese Youth and Women Association, the Japanese Family Services and the North York Multicultural Work Group.

Directly addressing the Metropolitan government's responsibility as a service provider, supporter of arts and social service organizations, these reports have direct implications for the Municipality. Generally, while acknowledging service barriers, each report discusses strategies for action, including advocacy and lobbying.

Appendix #6 contains further information on the community organizations and reports cited above.

3.3 Summary Analysis of Community Concerns:

To examine community concerns, perceptions and opinions on the issue of access to Metropolitan services, four focus group discussions involving 100 participants were held in October and November 1989 (See Appendix #7).

Analysis of the information gathered through the focus group discussions indicates a substantial number of focus group participants believe members of the target communities are generally:

- unaware of the range of services provided by the Municipality;
- concerned about discriminatory treatment in efforts to access services;
- unaware of the processes to engage service providers, Metropolitan Councillors and Council committees; and,
- concerned about the lack of multilingual services and translation and interpretation functions.

Further analysis indicates the following perceptions:

- there is an inequitable distribution of grants support and lack of grants funding available to the target communities;
- the Municipality has a poor communications program; and,
- there are systemic barriers to employment for members of the target communities.

Finally, there were several common recommendations put forward by the focus group participants. These recommendations indicate community members:

- are willing to work with the Municipality to implement an access program;
- are concerned that generic service delivery cannot meet their needs, therefore, they require specialized programmes and services;
- believe the Municipality must consult directly with the consumers of services;
- strongly encourage the Municipality to adopt an access to services policy and program.

3.4 Demographic Trends

Based on a demographic report commissioned by the Multicultural and Race Relations Division, it is evident that increasing immigration of racial minorities and peoples from non-English-speaking source countries will place greater pressure on Metropolitan services. This will come about as a result of these communities requiring and attempting to access municipal services. The following summary of demographic trends highlight several key factors respecting the increasing diversity of the Metropolitan population:

- in 1951, 31% of Metropolitan residents claimed countries of origin other than Britain or France. In 1986, this percentage increased to 59%;
- in 1970, of 44,575 total immigrant landings in Metropolitan Toronto, the primary source countries were the United Kingdom (20.7% or 9,224) and European nations (35.5% or 15,805). In 1988, these figures had respectively declined to 2,837 (5.1%) and 9,279 (16.8%) of the immigrant landings in Metropolitan Toronto;
- in 1970, Asian source countries contributed 9,787 (12.8%) of the total immigrant landings in Metropolitan Toronto. In the 1980's, Asian source countries contributed 151,054 (44%) of the total 344,386 immigrant landings in Metropolitan Toronto;
- in the 1980s, annual immigration to Canada ranged between 80,000 and 200,000 with 50% of all immigrants destined for Ontario and between 25% to 35% choosing Metropolitan Toronto as their intended destination. Of these latter immigrants, 71% were from Africa, Asia, the Caribbean and Latin America;
- between 1981 and 1986, the population of Metropolitan Toronto increased by 53,000 (2.5%). This figure reflects a net decrease of 52,000 people of European origin, including 27,000 claiming British origin, and a net increase of 43,000 people born in the source countries of Asia, 14,000 Caribbean, and 7,000 from Africa and Latin America. This trend tends to indicate that recently arrived immigrants are settling in Metropolitan Toronto while more established immigrants are moving out;
- since 1986, over 154,000 immigrants have settled in Metropolitan Toronto and 74% of these immigrants have emigrated from the non-white source countries in Africa, Asia, Latin America and the Caribbean;
- in the first half of 1989, immigrants destined to Metropolitan Toronto came from the following source countries: United Kingdom (3%), Europe (25%), Asia (50%), and Africa, Latin America and the Caribbean (23%);
- in 1961, racial minorities comprised 3% of the Metropolitan population. However, in 1986, racial minorities comprised 21% of the Metropolitan Toronto population;
- between 1981 and 1986, while the Metropolitan Toronto population increased by 14%, the racial minority population within Metropolitan Toronto increased by 45%;
- between 1961 and 1967, one out of every ten immigrants to Canada could not speak English or French. Between 1969 and 1979, one in three immigrants could not speak English or French;
- in 1979 and 1980, 50% of the immigrant population settling in Canada could not speak English or French;
- in the 1980's, the proportion of immigrants to Metropolitan Toronto without official language skills has fluctuated (eg., 45% in 1986 and 35% in 1987). However, this percentage decrease is offset by a numerical increase (10,246 in 1986 and 19,327 in 1987) of almost 100%;

- in 1986, 103,900 (3.5%) of the Metropolitan population spoke neither English nor French;
- between 1983 and 1987, of the total 157,777 immigrant landings in Metropolitan Toronto, 63,156 (40%) spoke neither English or French and the top five language groups with no official language capacity were: Chinese, Portuguese, Polish, Spanish and Punjabi;
- from 1980 through 1984, 3,252 sponsored refugees and 12,801 refugee claimants arrived in Metropolitan Toronto. Of these, 2,053 (63.3%) refugees and 11,304 (90%) refugee claimants did not speak English nor French;
- from 1985 through May 1990, 13,338 sponsored refugees and 22,141 refugee claimants arrived in Metropolitan Toronto. Of these, 8,536 (64%) refugees and 18,642 (84.3%) refugee claimants did not speak English or French.

Current research indicates this trend will increase over the next decade and, by the year 2001, racial minorities could comprise between 28.8% and 32.5% of the Metropolitan population. Further evidence indicates immigration from European countries other than Britain or France will continue to increase the cultural diversity of the population.

In addition, it is projected that minimally 11,000 immigrants without facility in English or French will arrive in Metropolitan Toronto in each of the next ten years. And if there is no significant shift in immigrant source countries, those speaking Chinese, Portuguese, Polish, Spanish and Punjabi will constitute approximately 60% of the Municipality's non-English speaking population.

Equally, members of other linguistically diverse communities will settle in Metropolitan Toronto. While smaller in number, members of the Southeast Asian, eastern European and African countries will likely have significant service needs and may encounter barriers based on linguistic and cultural differences. Further, these communities may experience difficulties accessing needed services since their communities have not established fully functioning service organizations.

The general demographic trends noted above may not provide direct insight into certain groups that comprise part of the ethno-racial minority community. These groups, however, need to be identified as they form an important component of the target community. These groups may experience disadvantages beyond their racial, ethnocultural or linguistic minority status. These additional barriers generate special needs. Groups comprising this category include: racial minority, Aboriginal and immigrant women; racial minority and Aboriginal youth; and refugees. Many of these groups rely on services delivered by the Community Services Department.

In 1989, refugees and refugee claimants comprised 35% of the average monthly Metropolitan Toronto General Welfare Assistance caseload. There is a significantly higher percentage of non-English speaking people within the refugee claimant population than the regular immigrant population. This linguistic barrier creates additional stresses and generates special challenges for the provision of accessible services to this user group.

On a per capita basis, racial minority and Aboriginal youth in Metropolitan Toronto comprise a higher percentage of the youth population than white youth. They also occupy a higher per capita percentage of the available labour pool while experiencing higher unemployment rates. These special needs groups may require additional and specialized services if they are to overcome the disadvantages they face.

Finally, racial minority and immigrant women may experience the double disadvantage of racism and sexism. They are particularly vulnerable to employment disadvantages and often occupy low paying jobs. Also, immigrant women have less facility in English than immigrant men. These circumstances generate special needs that challenge Metropolitan Toronto as a service provider.

These current and projected demographic trends will have a sizeable impact on the population mix of the Municipality and on the capacity of the Corporation to deliver services to members of the community. Without a significant process of adjustment, including developing specialized services where appropriate, the Municipality will likely encounter increasing difficulties in delivering services to a significant portion of the population.

Selected tables on current demographics by municipality are attached at the end of this report.

3.5 The Activities of Other Levels of Government

Recent initiatives by the federal and provincial governments, and municipal governments within Metropolitan Toronto are direct responses to the service needs of the target communities.

Federal and Provincial Governments

Responding to the 1987 Federal Multicultural Act, Federal Ministries and Crown Agencies have developed initiatives to improve access to public services. The Secretary of State, Multiculturalism monitors these initiatives and reports annually to Parliament on the status of activities undertaken.

In 1987, the Government of Ontario established the Multiculturalism Strategy to develop and implement access initiatives by provincial ministries and agencies. Examples of such initiatives include:

- provision of translation and interpreter services;
- policy analysis to identify and remove systemic barriers to provincial services;
- policy development to adopt a framework aimed at improving access to services;
- conferences and community consultations to discuss and assess the impact of provincial initiatives and determine the scope of community needs; and
- development of specific grants programs to fund projects promoting access to the services of organizations regularly supported through provincial grants.

The Ministry of Citizenship, Policy Development Branch, facilitates, monitors and evaluates activities undertaken and submits annual reports to the legislature and to the public through community briefings.

Municipalities Within Metropolitan Toronto

Within Metropolitan Toronto, the Cities of Etobicoke, Scarborough, York, North York, Toronto and the Borough of East York have developed several approaches to improving access to municipal services. These approaches are listed below.

The Borough of East York

Responding to recommendations of, and in cooperation with the East York Mayor's Multicultural and Race Relations Committee, in 1988 East York Council translated and distributed an information brochure in five languages. This brochure outlined procedures for municipal elections.

In 1989, East York Council approved a report from the East York Mayor's Multicultural and Race Relations Committee recommending Council initiate a needs assessment to determine the degree of access by the target communities to municipal and community services within East York.

The City of Scarborough

Through the Equal Opportunity Program, in 1986, the City of Scarborough established the Building on Diversity Program. This program provides training opportunities on intercultural and race relations for both the senior management throughout each department and staff working daily with the community.

The City of York

Through the Office of the Mayor and staff of City departments, the City of York participates with community and social service agency representatives on the York Inter-Agency Network Race Relations Committee. Currently, this network intends to initiate a community development program aimed at determining the service needs of the target communities and the appropriate response by the City of York and local social service agencies.

The City of Etobicoke

In 1989, the Etobicoke Municipal Committee on Community and Race Relations developed a needs assessment of the target communities with respect to local municipal services. A policy and recommendations aimed at improving access to Etobicoke services have been proposed for adoption to Etobicoke Council.

The City of North York

Through the Equal Opportunity Program, since 1987, the City of North York has been providing intercultural and race relations training to staff from departments working daily with the community. Needs assessments of City staff and training are ongoing.

The City of Toronto

In January, 1987, Toronto Council adopted a multicultural policy and implementation strategy to improve access by the target communities to the City's services. A Multicultural Access Program has been established for a two-year developmental phase to facilitate corporate and department initiatives. The access initiatives by the corporation and departments have included:

- establishing a multicultural access resource centre;
- conducting community and corporate/departmental needs assessments;
- implementing staff development programs and developing community partnerships;
- establishing task groups on affordable and refugee housing, grants program review, municipal support to minority businesses and the ethnic media, community outreach and interpreter services; and,
- providing corporate resources to facilitate, monitor, evaluate and report on the progress of corporate and departmental initiatives.

The current stage of development by other levels of government provides precedent for activities aimed at ensuring public services are accessible to the target communities. Further, responding to community pressure and demographic trends, service delivery systems throughout the Municipality are changing.

4. Defining the Issue

An ethno-racial access to services policy commits the service provider to developing and delivering services that are accessible to individuals and organizations from ethnocultural and racial minority communities. In a municipal context, it constitutes an important part of an overall multicultural and race relations strategy which concentrates on:

- promoting equal access and participation of racial and ethnocultural minorities in all aspects of the social, economic, political and cultural life of the municipality;
- removing individual and systemic barriers that inhibit full access and participation;
- providing assistance to racial and ethnocultural groups involved in efforts to overcome intolerance, prejudice and discrimination;
- eliminating racial and ethnocultural prejudice and discrimination within the municipality.

Within this broad framework, implementing an ethno-racial access to services policy requires developing non-discriminatory, racially sensitive and culturally appropriate services. Reducing and, where possible, eliminating service barriers based on organizational complexity may also be needed because these barriers tend to adversely effect the target communities.

Improving access to services requires a corporate strategy with specific initiatives enabling the service institution as a whole to ensure the target communities receive their equitable share of services. Equally, the policy and implementation strategy must recognize the target communities may not receive their equitable share of services for the following reasons:

- **Poor Communication With, and Involvement of the Target Communities.** This acknowledges that the service institution may lack a coordinated, consistent approach in providing service information to the target communities. In addition, the needs of these communities are often-times not considered, nor are they equally involved in the consultation process, when services are being planned and designed;
- **Failure to Provide Appropriate Services to the Target Communities.** This acknowledges that the service institution's current models for service delivery are not designed to be racially sensitive and culturally appropriate. Further, the target communities may not be able to make appropriate changes to these service models because they cannot influence the way services are provided;
- **Lack of Clear Expectations for Service Delivery to the Target Communities.** This acknowledges that the service institution may not have clear expectations aimed at ensuring the target communities receive their equitable share of services. This results in the institution failing to establish a policy framework, coordinate planned activities, undertake specific initiatives or, without consistency, undertaking a variety of uncoordinated initiatives in attempting to improve access to services.

Responding to the above issues, an access to services policy and implementation strategy commits the service institution to both ongoing and remedial measures aimed at reducing barriers to services. In this context, the following definitions of key terms are provided.

Access

The report of the Social Planning Council (SPC) has been a key reference for subsequent related studies and for those involved with access issues as service providers, policy makers and community advocates.

While the SPC did not address government services, the report provides a definition of access applicable to the municipal context. The SPC defines access as: "the securing of needed services for a consumer, and participation in the planning, development, delivery and administration of those services."

Access, therefore, refers to an individual's ability to receive services and involves the individual, and those knowledgeable of community needs, as essential participants in the institution's processes to plan, develop, deliver and administer services. This definition is premised on the evidence that, if service recipients and knowledgeable members of the target communities participate in this way, the potential for service delivery to meet the needs of the target communities increases. It is further assumed that establishing mechanisms to achieve these objectives would ensure:

* the development of non-discriminatory, racially sensitive and culturally appropriate services;
* the development of specialized services and initiatives where appropriate; and,
* the reduction or elimination of service barriers based on organizational complexity.

Non-Discriminatory Service Delivery

This term defines services which are accessible to any individual and do not present barriers to access on the basis of a person's race, colour, creed, ancestry, place of origin or ethnic origin. To ensure non-discriminatory service delivery, the service organization's methods and policies must be examined and, where necessary, developed.

Racially Sensitive Service Delivery

This term defines non-discriminatory methods of service delivery which are sensitive to the life experiences of racial minorities and are delivered in an equitable manner. In this context, the service organization's policies and programmes acknowledge the impact of racial discrimination, establish specialized services aimed at eliminating systemic discrimination and aim to ensure racial minorities receive their equitable share of services.

Culturally Appropriate Service Delivery

This term defines non-discriminatory methods of service delivery which are sensitive to the life experiences and differing needs of ethnocultural communities. In this context, the service organization acknowledges barriers to services exist on the basis of cultural differences, eg., language and/or service practices appropriate to one cultural group and not another.

Organizational Complexity

This term defines the mix of institutions and staff separating the individual in need from the service provider, thereby, restricting direct access to services. Improving access to the service provider reduces or eliminates the need for those who may either refer a client from one institution to another or from one department to another department within the same institution.

Service barriers resulting from organizational complexity have an even greater impact on individuals and groups experiencing other barriers to services. This results from the target communities ignorance of the service institution and its experiences of discrimination when attempting to access the institution's services.

Federation of Canadian Municipalities

The Federation of Canadian Municipalities shares the above definitions in its 1989 report, entitled **Dealing With Diversity**. In this report, access is referred to as follows: "To ensure that minority citizens also receive the services to which they are entitled, a new dimension needs to be added to the management of local government in order to truly serve the community as a whole. It may mean that in order to reflect the diverse needs of minorities, changes or adjustments need to be made to civic administration in its planning and delivery of services.

"Access is the key. Multicultural access may mean that better communications strategies need to be devised to reach ethnic minority citizens. It may mean that programs have to be better targeted to the needs of minority communities. It can also mean that staff need more training to understand cultural differences in the population. Multicultural access can improve the existing administration of government to meet both current and emerging conditions in the community."

Service Barriers

Service barriers may be experienced for a variety of reasons. Racial insensitivity and discrimination, and culturally inappropriate methods of service delivery constitute the two key factors restricting access to services for the target communities. Several examples illustrating racial insensitivity, cultural inappropriateness and discrimination in the delivery of Metropolitan services were discussed by both the community focus group participants and members of the Inter-Departmental Reference Group.

5. Analysis of Corporate and Department Initiatives

Measured against the definition of access provided earlier in this report, the information submitted by the Reference Group indicates:

- corporate and department services do not have the capacity to respond effectively to the service needs of the target communities;
- service barriers caused by language differences, inappropriate methods of service delivery, discrimination and organizational complexity continue to restrict access by the target communities;
- the planning process for corporate and department programme and policy development provide limited opportunities to consider the target communities service needs.

Further, despite the range of Metropolitan activities and the increasing commitment of the Corporation to the issue under consideration, the Municipality does not have a policy context establishing clear corporate expectations for the delivery of services to the target communities. In addition, effort is needed to:

- identify and remove systemic barriers based on ethno-racial and linguistic status to the full range of Metropolitan services; and
- coordinate the Municipality's policy and program development to ensure the service needs of the target communities are met.

Currently, only one Department operates programmes or services in all of the categories previously reviewed. And while the Municipality exhibits some activity in multilingual communication and multicultural and race relations training, the Corporation and Departments are very dependent on purchasing external services or relying on voluntary staff efforts to provide translation and interpreter services. Also, education and training activities are not integrated within an organizational development process aimed at improving access to services by the target communities.

In addition, only a few Departments offer community linkage activities. In these instances, the target communities are only involved in aspects of a particular project and do not have access to the Departments' strategic planning and budgeting process; therefore, the target communities are not integrally involved in the planning and designing of Metropolitan services.

Moreover:

- no department has established an access policy to guide its operations;
- the Corporation only provides two specific funding programs addressing the target communities needs;
- specific service programmes are mostly concentrated in the Community Services Department; and
- data collection is limited to the service programmes of one department.

Finally, the Municipality is a complex organization responsible for:

- service delivery by the staff of fourteen departments, administered through a broad range of divisions and program units;
- programme delivery by services purchased from non-profit and commercial organizations operating in specific areas, eg., child care, road repair, engineering;
- programmes co-sponsored with the local municipalities; and
- grants programmes supporting social service, multicultural, cultural and sundry activities delivered by over five hundred organizations.

While the Municipality's complexity is a common factor for all Metropolitan residents, it may pose even greater difficulties for those who face service barriers based on ethnocultural and racial differences. This occurs because the target communities must attempt to access services from a large and complex institution which is not fully prepared to meet their needs. This makes securing direct access very difficult, adds stresses to the referral process and distances the target communities from understanding and, subsequently, accessing Metropolitan services.

5.1 Impact of Corporate and Department Initiatives

Department and corporate initiatives generally respond to the evidence of need of the target communities. This is a reactive approach dependent on the community in need to seek assistance in an organized manner. This approach also reflects the concerns of staff who must work with a diverse clientele and who require additional skills to deliver services which are non-discriminatory, racially sensitive and culturally appropriate.

Further, initiatives of one department provide limited advantage to other departments. This situation is similar amongst divisions within large departments. In this context, mechanisms for formal communication, information and skills sharing are lacking and valuable expertise related to developing effective staff skills and establishing a framework for proactive planning and development are infrequently used. Staff of one department are usually unaware of the activities of other departments and no department has undertaken to develop a comprehensive strategy to address the service needs of the target communities. Also, only two divisions have requested the assistance of corporate resources in multicultural and race relations to undertake related activities.

An exception to this is in the area of staff development programs addressing human rights, race relations, multiculturalism and employment equity. However:

- formal assessments of the impact of staff development programs to improve access to services are lacking;
- stated objectives and expected results of such programs are general;
- training programs are sometimes planned and delivered without the support of other related program initiatives and, therefore, have limited capacity to impact positively on the organization's operational goals and objectives; and
- training often occurs on a one-time only basis or as crisis intervention strategy and may be regarded as a solution to issues which may have far greater policy, programme and staffing consequences.

Despite these limitations, Departments are attempting to respond to the target communities service needs. However, without clearly established corporate expectations, appropriate resources, coordination and monitoring mechanisms, it is likely Metropolitan staff will encounter increasing difficulties in providing services to the target communities.

5.2 Corporate and Department Needs

Departments acknowledge several pressing gaps and needs impacting on the delivery of services, particularly in the areas of:

- **Communication;**
- **Community Linkages;**
- **Policy Development;**
- **Service Development;**
- **Staff Development;**
- **Data Collection; and,**
- **Special Projects.**

Appendix #8 provides detailed information on Corporate and Department needs. A brief summary of these needs is provided below.

Communication

Seven Departments and one Commission have reported needing assistance in managing requests for translation and interpretation services. These Departments include: the Chief Administrative Officer's, Community Services, Transportation, Clerk's, Personnel, Ambulance Services, Parks and Property and the Toronto Transit Commission.

Community Linkages

Four Departments and one Commission have reported they need assistance to involve the target communities in planning, designing and delivering services. These Departments include: Chief Administrative Officer's, Community Services, Personnel, Ambulance Services and the Toronto Transit Commission.

Policy Development

Three Departments have reported specific policy analysis and development needs to improve access to services. These Departments include: Chief Administrative Officer's, Community Services and Management Services.

Service Programmes

Four Departments have reported they need to review, analyze and develop their services to improve access to the target communities. These Departments include: Chief Administrative Officer's, Community Services, Clerk's and Ambulance Services.

Data Collection

Three Departments have reported they require collecting client and community profiles to improve service planning and service delivery. These Departments include: Chief Administrative Officer's, Community Services and Ambulance Services.

Staff Development

Three Departments and one Commission have reported they require staff development and training to improve service delivery to the target communities. These Departments include: Chief Administrative Officer's, Community Services, Audit and the Toronto Transit Commission.

Special Projects

Five Departments have reported they require special projects to assist in ensuring their services are accessible to the target communities. These Departments include: Chief Administrative Officer's, Community Services, Clerk's, Ambulance Services and Metropolitan Planning.

6. Policy Framework and Implementation Strategy

The goal of a policy on ethno-racial access to Metropolitan services is to ensure the target communities receive their equitable share of Metropolitan services. A comprehensive ethno-racial access to services strategy commits the municipality to develop accessible services by:

- providing the public and the Corporation with clear expectations on making services accessible to the diverse ethno-racial communities within the Municipality;
- informing the ethno-racial communities of services offered by the Municipality;
- including the ethno-racial communities in the planning, design, development and delivery of services; and
- developing specialized programs, where appropriate, to assist these communities in deriving equal benefit from the services offered by the Municipality.

6.1 The Proposed Response:

Based on the findings of this review and within the context of a broader multicultural and race relations policy framework the following strategy on ethno-racial access to services is timely. This strategy includes:

- a policy statement outlining Metropolitan Council commitment to the delivery of accessible services to the target communities;
- a policy implementation strategy with clear guidelines;
- Council involvement in the policy implementation process; and,
- corporate resources and organizational support for policy and program implementation.

6.2 The Proposed Policy:

The following policy is proposed for adoption by Council:

> **The Council of the Municipality of Metropolitan Toronto reaffirms and is committed to the belief that the ethno-racial and linguistic diversity of our community is a source of social, cultural and economic enrichment and strength; and,**
>
> **The Council of the Municipality of Metropolitan Toronto recognizes that individuals, groups and organizations representative of diverse ethno-racial and linguistic communities encounter barriers in their efforts to access services and to derive equal benefit from the services directly provided, purchased and contracted by the Municipality; and,**
>
> **The Council of the Municipality of Metropolitan Toronto undertakes to develop specific measures to ensure that individuals, groups and organizations representative of diverse ethno-racial and linguistic communities have access to racially sensitive, culturally appropriate services, and are able to participate in the planning, development and delivery of services directly provided, purchased and contracted by the Municipality.**

6.3 Scope of Implementation Strategy

As identified earlier in this report, the Corporation and some departments are already involved in access initiatives and many departments have identified several access needs. In most instances, departments do not have resources or expertise to undertake relevant initiatives. Further, the expertise of the Departments of Community Services and Works are respectively limited to implementing the Multicultural Funding Policy and the Solid Waste Environmental Assessment Program's Multilingual Outreach Pilot Project.

Given the lack of resources dedicated to ethno-racial access initiatives, two phases are needed to implement the proposed policy.

In the first phase of implementation, corporate expertise will facilitate each department's activities and assist each department in developing responsibility for implementing access initiatives. This phase will also focus on developing action plans for those departments requiring immediate assistance and delivering sensitive or emergency services. Such an approach will include:

- establishing a Special Committee of Council to assist in monitoring the Metropolitan access program;
- developing Terms of Reference for an Inter-departmental Reference Group and clarifying the corporate implementation strategy with Group members;
- assisting Reference Group members and department staff in developing a process to plan, develop, design and implement access initiatives;
- developing effective working relations between the Special Committee of Council, Reference Group members, department staff and community resources and expertise; and,
- providing translation and interpreter services to facilitate communication by the Corporation and departments to the Municipality's non-English speaking residents.

In the second phase of implementation, each department will implement access action plans. This phase will also provide opportunities for measuring the results of department activities.

6.4 Council Involvement in the Policy Implementation Process:

A Special Committee of Council would be established to ensure the proposed policy is implemented in a planned and effective manner. To achieve this objective, this Committee will meet as required to:

- seek regular advice from the target communities respecting access initiatives and progress;
- review major Corporate and departmental initiatives to ensure they promote access to the target communities;
- receive deputations on the annual report of the Chief Administrative Officer on the progress of the Corporation in implementing the policy; and,
- review and make recommendations on the progress of policy implementation.

6.5 Corporate Resources and Organizational Placement

To enhance the delivery of Metropolitan services, additional resources are required for short- and long-term objectives. In terms of organizational placement, these resources will provide services to a range of Departments and, possibly, Agencies, Boards and Commissions, thereby, requiring a corporate perspective. This will reduce duplication of efforts and establish mechanisms for information-sharing and skills development to ensure maximum effectiveness in developing access to Metropolitan services.

Establishing resources in the Chief Administrative Officer's Department will contribute to achieving greater consistency across departments in the undertaking of access initiatives. However, to achieve the policy objectives, each department must assume responsibility, and be accountable, for developing access initiatives. In this context, each department will need to become involved in the following four stages of activity: planning; analysis; design; and implementation.

In the planning stage, each department will identify: the goals of a departmental access programme; criteria and key indicators for the measurement of access activities; a process and resources to meet the department's objectives. This stage is followed by a period of analysis to determine department activities promoting or restricting access and identifying programme or policy options aimed at improving access to department services.

In the design stage, each department will develop racially sensitive and culturally appropriate policies and programmes. This stage is then followed by implementing department policies and programmes.

To increase the chances of success, members of the target communities must be involved at key points in each stage of development. This provides the Corporation and departments unique opportunities to discuss community needs, systemic barriers and appropriate service models. In addition, this process provides each department opportunity to inform the community of its services and available resources. This process will also provide each department opportunity to demonstrate its commitment to the access programme.

The following corporate resources and organizational structures are recommended to support the policy implementation process.

6.5.1 The Inter-Departmental Reference Group:

Chaired by the Chief Administrative Officer or his designate, an Inter-Departmental Reference Group will be established to:

- assist in the implementation of this policy;
- establish any necessary sub-committees and task forces to examine issues requiring special attention or study;
- coordinate responses involving various departments; and,
- assist in preparing reports to the Special Committee and Council on progress in implementing the policy.

6.5.2 The Community Reference Group:

The Community Reference Group will be composed of individuals and representatives of organizations who are knowledgeable of and sensitive to the target communities' service needs. This Group will be responsible for advising and assisting in:

- implementing the proposed policy;
- identifying community and department needs;
- identifying issues and appropriate solutions; and,
- linking the departments with the target communities.

6.5.3 The Access To Services Coordinator:

Placed in the Multicultural and Race Relations Division, the Access to Services Coordinator would:

- assist the Corporation and its departments in identifying access to services needs, issues and concerns;
- provide advice and support to the Corporation and its departments in the planning, design, development and delivery of services to improve access by the target communities;
- facilitate the necessary links between the target communities and the Corporation, its departments and divisions; and
- assist in developing information materials and sessions, including a public education and awareness program to inform the target communities of the range of Metropolitan services and of current initiatives to improve access to these services.

The capacity of the Access To Services Coordinator will be enhanced by the established resources dedicated to program activities in community relations, grants administration, training and education, and program and policy development in multicultural and race relations. This support will contribute to developing consistent, predictable and quality results across departments and provide opportunities for enhancing positive relations between the Municipality and the target communities. The position will be subject to review in the fall of 1992.

6.5.4 Translation and Interpreter Bureau

The establishment of a Translation and Interpreter Bureau is recommended to help:

- meet the communications needs of the Corporation with both its local and international non-English speaking constituents; and,
- develop, support and enhance the corporate and departmental response capacity in languages other than English.

It is therefore proposed that, in 1990, the Translation and Interpreter Bureau would consist of a Manager/Translator-Interpreter, Two Translator-Interpreters and a Clerk with capacity in French, Italian and Chinese. In 1991, consideration should be given to adding Two Translator-Interpreters with expertise in Portuguese and Spanish.

Establishing permanent resources will affirm in the target communities Council's intent to facilitate communication to the Metropolitan Corporation. In terms of specific language services, criteria respecting community size, demographic trends and evidence of need have been examined.

According to 1986 Statistics Canada Mother Tongue data, the largest linguistic communities within Metropolitan Toronto are: Italian (139,085), Chinese (80,850), Portuguese (52,560), Greek (40,150) and Spanish (24,695). And evident by current data gathered from Ontario Welcome House (OWH), the City of Toronto and the Ontario Council of Agencies Services Immigrants (OCASI), the Italian, Chinese, Portuguese and Spanish communities also require high volumes of translation and interpreter services.

While French does not appear in the top five language groups in Metropolitan Toronto, there are 43,820 people who speak French within the Municipality. Given the Municipality's commitment to supporting Canada's two official languages, it would be appropriate for Metropolitan Toronto's multilingual initiatives to include French.

City of Toronto

Providing staff support for services in five languages (French, Portuguese, Italian, Greek and Chinese), the City of Toronto Translation and Interpreter Unit services City Departments and Councillors. Operating at capacity for several years, in 1989 this Unit managed a total of 869 document translations (728 conducted in-house and 92 contracted externally) in the following languages:

- 300 documents translated into French;
- 159 documents translated into Portuguese;
- 153 documents translated into Italian;
- 128 documents translated into Chinese;
- 39 documents translated into Greek;
- 18 documents translated into Spanish; and
- 13 documents translated into Vietnamese.

City staff note the latter two languages are increasing in requests, particularly from City residents seeking information on City services.

Ontario Council of Agencies Serving Immigrants

In a 1990 report, entitled **Analysis of Client Groups Served by OCASI Member Agencies**, four language groups account for 48.6% of a total 162,697 clients served by 52 community-based agencies operating in Metropolitan Toronto. These linguistic groups are: Spanish (18.3%), Chinese (15%), Vietnamese (8.3%) and Portuguese (7%).

This report further notes six additional linguistic groups account for 20% of total clients served. These groups are: Polish (4.5%), Laotian (3.6%), Tagalog (2.9%), Italian (2.8%), Khmer (2.5%) and Korean (2.2%).

Other linguistic groups receiving services include: Czech, Farsi, Gujerati and Tamil. However, the report notes the smallest and newest linguistic groups have the greatest difficulties accessing services. This includes: Ethiopians, Somalis, Afghans, Romanians, Hungarians, Sri Lankans, Guyanese, Iranians and Eritreans.

Ontario Welcome House

An Ontario Government service, the Ontario Welcome House (OWH) provides translation and interpreter services in twenty-four (24) languages to newly arrived immigrants and refugees. The OWH province wide client flow category from 1987 through 1989 indicates 202,225 contacts. Of these: 139,960 (69.2%) were handled in person; 62,019 (30.7%) were handled over telephone; and 246 (0.1%) were handled by mail.

In the regular client category, province wide totals for the same period indicate 141,469 clients provided with services. Of these: 87,199 (61.6%) were returning clients; and 54,270 (38.4%) were new clients. Immigrants and refugees arriving in the Metropolitan Toronto comprise 60.8% of the OWH province-wide service clientele.

Over the three year period there has been a steady increase of 9% and 8.5% respectively in the client flow and regular clients services. For 1989, the highest volume of service delivery has been in the following languages: Spanish (23.5%), Chinese (13.5%), Polish (9.7%) and Vietnamese (7.1%).

Summary

The information provided above is comparable to the demographic trends discussed earlier in this report. Reflecting volume of need and emerging demographic trends, these two sets of data should positively inform the scope of a Metropolitan translation and interpreters service.

Establishing a Translation and Interpretation Unit will enable the Corporation to communicate effectively with the non-English speaking residents within Metropolitan Toronto. This Unit will be responsible for reliable and quality translation of Council, corporate and departmental documents and public information materials. Interpreter services will assist Council, the corporation and departments in communicating with the community at Council and public meetings.

Further analysis of demographic trends and evidence of need indicate several communities requiring translation and interpreter services. These linguistic communities include: Punjabi, Vietnamese, Gujerati, Laotian, Ethiopian, Somali, Eritrean, Romanian, Polish, Czech, Korean, Khmer and Tagalog. If such translation and interpreting services are required, these services will need to be purchased for the Council, Corporation and Departments.

6.6 Options Considered

In developing the proposed strategy, several options for implementation were considered. These included:

- Establishing a Corporate Incentive Fund. This option would require the addition of one staff position and a line item in the Corporate Sundry Budget. Administered by the Multicultural and Race Relations Division, interested departments would seek funding for programme proposals addressing access needs. The Multicultural and Race Relations Division would evaluate department submissions and allocate funding to appropriate proposals.

- Contracting Translation and Interpreter Services as Required. This option would require the addition of a permanent position in the Chief Administrative Officer's Department and the establishment of a Corporate budget for the purchasing of services from competitive firms. Departments requiring translation of written materials or interpretation services would request such assistance from the staff responsible and requests would be handled on a first-come, first-serve basis in all except emergency situations.

The above options have several critical short-comings and are not recommended.

In the first option, it would be difficult to determine the appropriate funds that should be set aside for Departments to draw upon. Also, this option does not require Departments to develop an access program. Therefore, this option might not involve all Departments and access activities would not be spread across the Corporation. Further:

- barriers would confront Departments if funds were not sufficiently available;

- each Department would have to develop its own access program without the benefit of dedicated staff expertise;

- each Department would need to involve the target community in its access program and would not necessarily have the resources or expertise to do this effectively; and

- without central resource support, each Department would be isolated from other Departments involved in similar activities. This may lead to duplication of efforts and lack of corporate direction.

In the second option, there would be little control over external services contracted to perform translation and interpreter services. This could only contribute to uncertainty in program planning and service delivery. Also, given the range of departments now translating written materials and providing interpreter services, there is a high demand throughout the Corporation for these services. In addition, current research indicates that from 1983 to 1987 63,156 of immigrants landing in Metropolitan Toronto spoke neither English nor French and current projections on immigration levels from 1990 to the year 2001 indicate that Metropolitan Toronto will likely be the destination of an additional 121,000 people who cannot speak English or French.

These factors place significant pressure on the Municipality and, given Council's commitment to communicate to Metropolitan residents, providing a quality translation and interpretation function must become a reliable service for the Metropolitan Corporation. This will ensure essential information regarding Council activities and corporate, department services are accessible to a sizeable Metropolitan population.

7. Consequences of Not Establishing A Corporate Approach To Improve Access To Metropolitan Services:

This report provides information relevant to the issue of improving access to Metropolitan services for members of the target communities. As previously identified, in a rapidly changing demographic and legislative context, the Council has not set a policy context establishing clear corporate expectations for the delivery of services to the target communities. In the absence of a specific policy and dedicated resources, the Metropolitan Departments response to the service needs of the target communities has not been fully developed, lacks coordination and does not consistently engage the target communities in the planning, development, delivery and receipt of Metropolitan services.

If the provision of services continues without a significant process of adjustment, there may be several risks to the Corporation and Departments. These risks include:

Legislative Compliance

The Ontario Human Rights Code prohibits discrimination in the delivery of services on the grounds of race, colour, creed, ancestry, place of origin, ethnic origin. Ethno-racial minority individuals and groups who perceive discrimination in Metropolitan service delivery may become increasingly frustrated in their efforts to access services. This may lead to charges of discrimination against the Municipality.

Increasing Number of Under-Serviced Communities

Given the limited capacity of Metropolitan Departments to provide services to the target communities, it is likely many communities will be unable to overcome difficulties in accessing services or obtaining the kind of services they need. With increasing demographic changes, this situation may have serious implications for Metropolitan residents.

Impacts on High Needs Areas, Immigrants and Refugees

As discussed earlier in this report, several communities are at risk and require the Municipality's services. Racial minority and aboriginal youth, immigrant women, refugees and refugee claimants are groups which experience several barriers to services. If the Corporation and its departments are not able to provide these groups with services meeting their particular and special needs, these communities may suffer further alienation from Metropolitan life.

Lack of Metropolitan Staff Representing the Target Communities

It is a strong perception of the target communities that Metropolitan staff should reflect the ethno-racial and linguistic diversity of the Metropolitan Toronto community. It is assumed that a workforce reflective of the community will contribute to developing and providing services sensitive and responsive to the needs of the target communities.

The above consequences address the critical factors that may confront the Municipality if a policy and implementation strategy on ethno-racial access to services is not established at this time. Further, without policy direction and developmental resources, staff of the Corporation and Departments will increasingly encounter difficulties in providing services to members of the target communities.

8. Conclusion

Responding to the service needs of the target communities is a complex task requiring a policy framework and implementation strategy to guide short- and long-term activities for organizational change and development. Several measures must be applied in succeeding stages to assess and respond to corporate, departmental and community needs. In addition, the process must acknowledge the importance of community involvement, appropriate resources and organizational support to ensure ongoing development in this area.

Within this context, it is essential that barriers caused by organizational complexity, inappropriate methods of service delivery, language differences and discrimination are removed. The goal of the proposed policy is to increase the ability of the Metropolitan Corporation, its Departments, Agencies, Boards and Commissions to provide services that are sensitive to and meet the needs of members of diverse communities.

The adoption of the proposed policy and implementation strategy will enable the Corporation and its Departments to establish measures within these parameters. Given the Municipality's previous commitments to this critical issue, it is both timely and important that Metro demonstrate leadership in this area and undertake efforts to ensure that Metropolitan services are accessible to all residents of the Municipality.

APPENDICES

APPENDIX #1

The Municipality of
Metropolitan Toronto

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Dale E. Richmond, B. Com., M.A., CMA.
Chief Administrative Officer

Earl Rowe, B.A., M.A.
Deputy Chief Administrative Officer

July 27, 1990

To: **Management Committee**

From: **Chief Administrative Officer**

Subject: **Ethno-Racial Access to Metropolitan Services and Establishment of a Translation and Interpreter Bureau**

Recommendations:

It is recommended that:

(1) Metropolitan Council adopt the policy statement on Ethno-Racial Access to Metropolitan Services as proposed in this report;

(2) Metropolitan Council adopt the policy implementation strategy outlined in the report, including the creation of an Access to Services Coordinator and a Translation and Interpreter Bureau as detailed in this report; and that funds in the amount of $158,831.00 be transferred from the Corporate Contingency Account to the Chief Administrative Officer's Department for these purposes in 1990, and that an amount of $450,411.00 be included in the 1991 budget;

(3) the Metropolitan Council instruct its Agencies, Boards and Commissions to undertake related activities aimed at improving ethno-racial access to services; and

(4) the appropriate Metropolitan officials be authorized to give effect thereto.

Reference:

At its September 28-30, 1988 meeting, Metropolitan Council approved a Multicultural Funding Policy for grants programs delivered by the Community Services Department and requested that the Chief Administrative Officer develop a multicultural policy and implementation strategy for services directly provided by the Municipality of Metropolitan Toronto, including services purchased by the Corporation.

On July 5, 1989, Metropolitan Council adopted the report on the Terms of Reference, Operational Scope and Organizational Placement of the Information and Communications Division and requested that the Chief Administrative Officer report to Management Subcommittee on the matter of communicating with the non-English literate community of Metropolitan Toronto.

On February 15, 1990, Council requested that the Chief Administrative Officer report on any discussions that have taken place to secure funding from the provincial and federal governments for a needs assessment for languages other than English or French.

The Review Process:

In response to the Council requests, the Multicultural and Race Relations Division undertook a three part review which included the following:

(1) a demographic analysis of the present and likely future racial, ethnocultural and linguistic composition of the Municipality of Metropolitan Toronto and its service delivery implications;

(2) a community consultation process with representatives of community organizations addressing or serving the needs of ethno-racial minority communities; and

(3) an assessment of current corporate and departmental access initiatives and needs as well as an examination of the internal state of readiness of the Corporation to provide services to a diverse racial, ethnocultural, and linguistic community.

(1) The Demographic Review:

Metropolitan Toronto is the most multicultural and multiracial urban centre in Canada. The United Nations Educational, Social and Cultural Organization (UNESCO) considers Metropolitan Toronto to be one of the most racially and culturally diverse cities in the world. A recent review of the demographic changes that have occurred in Metropolitan Toronto confirms these observations and reveals the following trends.

(1) As Metropolitan Toronto's labour force continues to age, its reliance on immigrants to meet labour requirements will increase.

(2) Metropolitan Toronto has traditionally been the recipient of 20 per cent. of the total immigration to Canada. In the last four years that percentage has risen closer to 30 per cent.

(3) Immigration to Canada has significantly increased from under 100,000 per year for the years 1984 to 1986 to well over 150,000 per year in the last three years. It is anticipated that immigration levels to Canada for the years 1990 - 1995 will continue to be at the 150,000 per year level and possibly higher.

(4) From 1980 to 1989, 71 per cent. of the total (344,386) immigrant landings in Metropolitan Toronto were from source countries in Asia, Africa, the Caribbean, and Latin America. This percentage will likely continue through the 1990's unless there are changes in immigration policy.

(5) While the population of the Toronto Census Metropolitan Area grew by 14 per cent. between 1981 and 1986, the racial minority population grew by 45 per cent. From 1961 to 1986, the racial minority population has grown from 3 per cent. of the Metropolitan Toronto population to 21 per cent. Assuming no major changes to immigration policy, by the year 2001 that percentage is expected to increase to 28 per cent.

(6) From 1969 to 1979, 33 per cent. of the immigrants to Ontario spoke neither English nor French. From 1983 to 1987, that percentage increased to 40 per cent.

(7) In 1986, 3.5 per cent. (103,900) of the residents of the Municipality spoke a language other than English or French, and 27 per cent. (609,400) of Metropolitan Toronto residents identified having a mother tongue other than English or French, with Italian (139,085), Chinese (80,850), and Portuguese (52,560) being the three largest linguistic groups.

(8) Assuming no major changes in immigration policy by the year 2000, Metropolitan Toronto could be the likely destination of an additional 121,000 immigrants who speak neither English nor French.

(9) In 1989, Metropolitan Toronto became home to 3,925 refugees and 6,897 refugee claimants, 79 per cent. of whom speak neither official language.

(10) In spite of increasing costs associated with living in Metropolitan Toronto, it remains the preferred settlement area for newly arriving immigrants. The attraction of immigrants to Metropolitan Toronto has increased, with 63 per cent. of Ontario's immigrants in 1988 preferring to settle in Metropolitan Toronto compared to 49 per cent. in 1980.

Special Needs Groups:

The general demographic trends outlined above may not provide direct insight into certain groups that comprise part of the ethno-racial minority community. These groups, however, need identification as they form an important component of that profiled community. These groups may experience disadvantages beyond their racial, ethnocultural or linguistic minority status. These additional disadvantages generate special needs. Groups that fall into this category include racial minority, Aboriginal and immigrant women, racial minority and Aboriginal youth, and refugees. Many of these groups rely on services delivered by the Community Services Department and in particular, the Social Services Division.

In 1989, refugees and refugee claimants constituted 35 per cent. of the average monthly Metropolitan Toronto General Welfare Assistance caseload. There is a significantly higher percentage of non-English speaking individuals within the refugee claimant population than the regular immigrant population. This linguistic barrier creates additional stresses and generates special challenges for the provision of accessible services to this user group.

Racial minority and Aboriginal youth in Metropolitan Toronto constitute on a per capita basis a higher percentage of the youth population than white youth. They also occupy a higher per capita percentage of the available labour pool while at the same time experiencing higher unemployment rates. This special needs group may require additional and specialized services if they are to effectively overcome the disadvantages they face.

Finally, racial minority and immigrant women may experience the double disadvantage of being victims to both racism and sexism. They are particularly vulnerable to employment disadvantage as they most often occupy low paying jobs. Also, immigrant women have less facility in the English language than immigrant men. Invariably these sets of circumstances generate special needs that challenge Metropolitan Toronto as a service provider.

(2) The Community Consultation Process:

The Multicultural and Race Relations Division convened a series of focus group discussions with representatives of various ethno-racial minority community organizations and organizations who work closely with the ethno-racial minority communities respecting their various service needs.

Questions were posed to the one hundred (100) representatives who attended the four discussion groups to determine how aware the participants were of the services Metro either provided or purchased. Questions were also asked to determine what barriers, if any, certain ethno-racial communities encountered in accessing Metropolitan services and what efforts might need to be taken to ensure that accessible service delivery occurs.

The responses received and the information gleaned from the discussions that followed indicate that some members of the ethno-racial minority communities:

- are neither very aware nor knowledgeable of the services currently offered by the Municipality of Metropolitan Toronto;
- are perceiving barriers to equitable service delivery in a number of areas and are generally unaware of how to access services;
- perceive that discrimination occurs in the delivery of Metropolitan services; and
- are concerned that Metropolitan services do not take into consideration their particular needs.

(3) Assessment of Initiatives and Needs:

To assess both the corporate and departmental needs and activities respecting ethno-racial access, the Chief Administrative Officer's Department:

(1) convened an Interdepartmental Reference Group which met on four separate occasions for the purpose of reviewing Metropolitan service accessibility. The Interdepartmental Reference Group also established two sub-committees to examine purchase of services and translator-interpreter issues in the Corporation; and

(2) conducted a survey of departmental initiatives and needs in this area.

Reports received from the Departments and Divisions comprising the Interdepartmental Reference Group indicated that a variety of ad hoc initiatives to improve access to Metropolitan services were occurring within the Corporation. They were primarily in the areas of multilingual communication and staff development in multiculturalism and race relations. There has also been some isolated departmental activity creating linkages with certain ethno-racial minority communities, incorporating multicultural and race relations matters in policy and program service planning and development, and giving consideration to ethno-racial issues in grants and special project development.

While there are some excellent and innovative ethno-racial access to services efforts underway within the Corporation, they tend not to be coordinated or conducted in a strategic manner. In addition, specific departmental needs for effective service delivery were identified in the following general categories:

- translation and interpreter services;
- support to develop and maintain links with the ethno-racial minority communities;
- staff development on multicultural and race relations issues;
- data collection on clients;
- strengthened policy development and analysis on ethno-racial access; and
- consultation with other service providers.

Without clearly established corporate expectations, appropriate resources, and coordinating and monitoring mechanisms on ethno-racial access to services, it is likely staff of the Corporation will encounter increasing difficulties in providing accessible services to those communities.

Analysis and Policy Framework:

In a municipal context, an ethno-racial access to services initiative is a strategy designed to enable the municipality to provide accessible, non-discriminatory and equitable services to a diverse multicultural, multilingual and multiracial community. It constitutes an important component of an overall municipal multicultural and race relations strategy which focuses on:

(1) promoting equal access and participation of racial and ethnocultural minorities in all aspects of the social, economic, political, and cultural life of the municipality;

(2) removing individual and systemic barriers that inhibit full access and participation;

(3) providing assistance to racial and ethnocultural groups so they might better overcome the disadvantages they face; and

(4) eliminating racial and ethnocultural prejudice and discrimination within the municipality.

Within this larger framework, an ethno-racial access to services strategy recognizes that a variety of barriers to municipal services may exist for members of ethno-racial minority communities and for a variety of reasons:

- the service provider may be generally ill-equipped and unprepared to respond to the changing ethno-racial diversity that exists in the community;
- the ethno-racial minority communities may not be aware of the full range of services offered by the service provider;

- these communities may often lack opportunities for effective input into the planning, design, and delivery of services so that these services meet their needs; and
- these communities may not derive equal access to nor benefit from the services provided because the services may be either racially insensitive or culturally inappropriate to their needs.

Racially sensitive service delivery systems incorporate methods of service delivery which recognize the disadvantages racial minorities experience and therefore take into consideration their special needs. In this context, the service provider's policies and programs acknowledge the impact of racism and racial discrimination on racial minority communities. Service providers also recognize the need to modify existing services or to establish specialized services which endeavour to eliminate individual and systemic racial discrimination which prevents equal access and participation for racial minorities.

Culturally appropriate service delivery systems incorporate methods of service delivery which endeavour to remain in touch with the cultural experiences and differing needs of the various ethnocultural communities. In this context, the service provider acknowledges that various barriers to services may exist on the basis of cultural and linguistic differences. The service provider, therefore, modifies existing service delivery or establishes specialized services which endeavour to remove these barriers and provide services that are more culturally or linguistically in tune with that target group.

A hypothetical example of what is meant by the terms "racially sensitive" and "culturally appropriate" may be helpful. In a childcare centre, staff would be educated to work effectively with a multicultural and multiracial group of children. They would select and use only those developmental learning materials that reflect pictorial diversity and whose content is free of racial or cultural bias and stereotyping. Staff would not only know how to handle racial incidents when they occur, but they would be endeavouring to prevent them from occurring by fostering a childcare environment where the selfworth and dignity of every child, regardless of racial or ethnocultural background, is valued. If staff is unrepresentative of the ethno-racial child population, the centre would develop other mechanisms to ensure positive racial or ethnocultural role models for the children either through programming or volunteer resources. In this case, a centre may also need to develop a childcare workplace composition that is more reflective of the community. Finally, for childcare facilities and services to be accessible to all members of the community regardless of their racial, ethnocultural or linguistic background, the policies and procedures followed for advertising the service, and recruiting and selecting children into childcare would be reviewed on an ongoing basis to ensure that they do not adversely exclude children because of their ethno-racial or linguistic background.

A comprehensive ethno-racial access to services initiative commits the municipality to measures that will help develop accessible services by:

- providing the public and the Corporation with a clear set of corporate expectations on making services accessible to the wide range of diverse ethno-racial communities that comprise the municipality;
- informing the ethno-racial communities of the services offered by the municipality in a manner that they can easily understand;
- including the ethno-racial communities in the planning, design, development and delivery of services; and
- developing specialized programs, where appropriate, to assist these communities to derive equal benefit from the provision of services.

The Proposed Response:

Based on the findings of the review and within the context of a broader multicultural and race relations policy framework, a three pronged strategy on ethno-racial access to Metropolitan services would be most timely. This strategy includes:

(1) a policy statement outlining Metropolitan Council commitment to the delivery of accessible services to ethno-racial minorities;

(2) Council involvement in the policy implementation process; and

(3) corporate resources and organizational support for policy and program implementation.

The Policy Statement:

The following policy statement on accessible service delivery for diverse ethno-racial groups is proposed:

- The Council of the Municipality of Metropolitan Toronto reaffirms its commitment to the principle that the ethno-racial diversity of our community is a source of social, cultural and economic enrichment and strength;
- The Council of the Municipality of Metropolitan Toronto recognizes that individuals, groups and organizations representative of diverse ethno-racial minority communities encounter barriers in their efforts to gain access to services and derive equal benefit from the services directly provided, purchased and contracted by the Municipality; and
- The Council of the Municipality of Metropolitan Toronto undertakes to develop specific measures to ensure that individuals, groups and organizations representative of diverse ethno-racial minority communities have access to racially sensitive, culturally appropriate services, and are able to participate in the planning, design, development and delivery of services directly provided, purchased and contracted by the Municipality.

Council Involvement in the Policy Implementation Process:

While the exact form of involvement by elected officials can vary, a formal mechanism is necessary to ensure that the policy is implemented in a planned and effective manner. Specific roles would be:

(1) to seek regular advice from the target communities respecting ethno-racial access to services;

(2) to review major corporate and departmental initiatives for their accessibility to the diverse racial, ethnocultural and linguistic communities;

(3) to review and receive deputations on the annual report of the Chief Administrative Officer on the progress being made by the Corporation to implement the policy; and

(4) to review and make recommendations on the progress of policy implementation.

A specific recommendation on the appropriate form of Council involvement should await the results of the concurrent consultations being undertaken by the Community Services and Housing Committee on the proposed Council Steering Committee on Race Relations.

Corporate Resources and Organizational Structures to Support the Policy Implementation Process:

To achieve the policy objectives, the Corporation and its departments will be expected to assume responsibility and accountability for developing access initiatives. In this context, the Corporation and its departments need to undertake four stages of activity required to effect the realization of access policy and program development: planning, analysis, design, and implementation.

In the planning stage, each department will identify the goals of a departmental access program, criteria and key indicators for the measurement of access activities, and a process and resources to meet the department's objectives. Analysis is then undertaken to determine department activities promoting or restricting access and identifying program or policy options aimed at improving access to departmental services.

In the design stage, each department will develop racially sensitive and culturally appropriate policies and programs. This stage is then followed by implementing the departmental policies or programs.

To increase the possibility of success, members of the target communities should be involved at key points in each stage of access policy and program development. This provides the Corporation and departments with unique opportunities to discuss community needs, identify systemic barriers and develop appropriate service models. In addition, this process provides each department with the opportunity to inform the ethno-racial minority community of its services and available resources. This process also provides the opportunity to demonstrate commitment to the access program.

The following corporate resources and organizational structures are recommended to support that policy implementation process.

(1) The establishment of an Interdepartmental Reference Group, chaired by the Chief Administrative Officer or his designate to:

- assist in the implementation of the policy;
- establish any necessary sub-committees and task forces to examine ethno-racial access issues requiring special attention or study;
- coordinate responses on issues that may cut across various departments; and
- assist in the preparation of special and annual corporate and departmental reports to Council on the progress being made to implement the policy.

(2) The Community Reference Group:

The community reference group will be comprised of representatives from the target communities who are knowledgeable and sensitive to the service needs of their respective communities. It will be responsible for advising and assisting the Corporation and its departments on implementation of the ethno-racial access to services policy, helping to identify needs, helping to find solutions to issues, and assisting in linking departments with the target communities.

(3) **Access to Services Staff Resources:**

The creation of an Access to Services Coordinator is recommended to:

- assist the Corporation and its departments identify access to services needs, issues and concerns;
- provide consultative assistance to the Corporation and its departments respecting the planning, design, development and delivery of services as they affect members of diverse racial, ethnocultural and linguistic communities;
- facilitate the necessary linkages and coordination between the target communities and the Corporation, its departments and their divisions; and
- assist in the development of information materials and sessions directed to the ethno-racial minority communities regarding the range of services offered by the Corporation.

The Access to Services Coordinator will facilitate the development of corporate and department responsibility for the delivery of programs and services aimed at ensuring access to the municipality's services. The 1990 staffing and program costs are $54,452.00 and 1991 annualized costs $135,974.00. Future resource requirements will be reviewed in the context of normal budget processes.

(4) **A Translation and Interpreter Bureau:**

The creation of a Translation and Interpreter Bureau is recommended to:

- help meet the communications needs of the Corporation with both its local and international non-English speaking constituents; and
- to help develop and support corporate and departmental response capabilities in Canada's two official languages and in other languages identified by demographic trends.

A review of the demographic trends and linguistic needs provides a range of data on this community's language requirements. Based on 1986 Census data, the largest linguistic groups in Metropolitan Toronto based on mother tongue are Italian - 139,085;

Chinese - 50,850; Portuguese - 52,560; Greek - 40,150; and Spanish - 24,695. In 1987, 12,740 Chinese speaking, 6,506 Portuguese speaking, 5,612 Spanish speaking, 4,659 Polish speaking, and 3,905 Punjabi speaking immigrants came to Ontario.

Based on data collected by Ontario Welcome House, the City of Toronto, and the Ontario Council of Agencies Serving Immigrants, Italian, Chinese, Portuguese and Spanish were identified as the four major communities requiring high volumes of translation and interpreter services.

It is proposed that in 1990, the Translation and Interpreter Bureau develop capability in French, Italian, and Chinese. In 1991, consideration should be given to including Spanish and Portuguese. The Bureau would consist of a Manager/Translator-Interpreter, two Translator-Interpreters and a Clerk. The 1990 staffing and program costs are $104,379.00, with 1991 annualized costs of $314,437.00. Adding resources for Spanish/Portuguese Translator-Interpreters would involve an additional cost of up to $104,165.00.

Additional Translation and Interpreter Issues:

The tremendous linguistic diversity that exists in Metropolitan Toronto will increasingly challenge the ability of the Corporation to provide accessible service delivery in languages other than English. Strategies to remove language barriers cannot be addressed solely through the creation of a Translation and Interpreter Bureau. The Subcommittee on Translation and Interpretation of the Interdepartmental Reference Group recommended the creation of a Translation and Interpreter Bureau as well as additional strategies to meet Metropolitan Toronto's diversity of linguistic needs and the specialized needs of the departments and key divisions.

Those strategies include further examination and possible use of a variety of options including:

(1) establishing a hot line telephone service on Metropolitan services in languages other than English;

(2) harnessing existing linguistic capabilities of the staff of the Corporation;

(3) developing a volunteer bureau;

(4) exploring the use of computers for translation purposes; and

(5) purchasing translation and interpretation services from ethno-specific social service agencies.

It would be appropriate for the Interdepartmental Reference Group proposed in this report to examine and report back to Council on these and other strategies that may need to be developed to supplement the efforts of the translator and interpreter bureau.

Purchase of Service Issue:

An Interdepartmental Reference Group subcommittee was established to examine the purchase of services by the corporation and how these services might also be made more accessible to ethno-racial minorities. In as much as the Corporation purchases a broad and complex range of services, the subcommittee concluded that the issue would require more detailed study and analysis. Therefore, the subcommittee recommended that once Council had approved a policy on ethno-racial access to services, the Interdepartmental Reference Group could develop a detailed implementation strategy on the purchase of service issue for Council consideration.

Other Considerations:

Any access to services initiative recognizes that if the service provider is reflective of the diverse community it serves, it will be more strategically positioned to plan, design and deliver services that are meaningful and relevant to that community. The Corporation does not currently have a profile of the ethnocultural and linguistic staff composition because these ethnocultural and linguistic minority groups are not designated as target groups under the Corporation's employment equity initiatives. Therefore, a survey of all staff needs to be conducted to determine the ethnocultural and linguistic resources currently available within the Corporation.

Comments and Conclusion:

Metropolitan Council has asked the Chief Administrative Officer to develop a specific policy proposal on access to Metropolitan services for diverse racial, ethnocultural and linguistic minorities. In response to this request, a demographic review, a review of community concerns, and a review of Metropolitan services were conducted.

The changing demographics reveal that Metropolitan Toronto will continue to be the major immigrant reception centre in Canada. The racial, ethnocultural and linguistic diversity that already exists within Metropolitan Toronto will increase. The community consultation process revealed that the ethno-racial minority communities perceive that barriers to equitable Metropolitan Toronto service delivery exist and that a planned strategic response on ethno-racial access to services is required. The review of corporate and departmental initiatives and needs in this area support the conclusion that a planned and coordinated strategy would be most timely.

A three fold strategy is therefore being proposed as an integral component of an overall Metropolitan multicultural and race relations strategy and includes a policy statement, political involvement in the planning and implementation process, and an implementation strategy with supporting organizational and staff resources. The proposal recognizes the unique barriers confronted by ethno-racial minority groups in deriving equal access to and benefit from Metropolitan services and recognizes the need for a dedicated response to eliminate service barriers and to meet special needs.

It also recognizes that it may be necessary, where required, to develop appropriate programs and services to meet the needs of certain high needs ethno-racial minorities. Therefore, it is important to ensure that the necessary planning, coordination and phasing in of accessible services occurs. An ethno-racial access to services policy and implementation strategy are also in keeping with general policy directions in the multicultural and race relations area and are in compliance with human rights requirements.

In the absence of clear corporate expectations and a planned and coordinated approach to service delivery that is visible, accessible, equitable and meaningful to the ethno-racial minority communities, Metropolitan service delivery will, in all likelihood, become more inaccessible to ethno-racial minority groups over time because of the rapidly changing demographics. This will result in larger numbers of Metropolitan Toronto residents who may feel alienated by a system of service delivery that may be perceived as becoming less accessible and more inappropriate to their needs.

It is recommended, therefore, that the policy and implementation process outlined in this report be adopted now as an investment in the future health of this municipality.

Dale E. Richmond
Chief Administrative Officer

APPENDIX #2

FORMAT FOR INFORMATION
RESPECTING ESTABLISHED POLICIES AND PROGRAMMES PROMOTING ACCESS TO METROPOLITAN SERVICES

This instrument is designed as a guideline to assist you in the identification of policies, service programmes and related initiatives which improve access to services provided and purchased by the Municipality. For reference or appropriate examples, see Federation of Canadian Municipalities document, **DEALING WITH DIVERSITY.**

1. Name of policy and/or service (include policy statement, if applicable).

2. Background:

   * Date established
   * Scope (policies and services affected)
   * Resources allocated
   * Current Status
   * Monitoring process
   * Evaluation and results

3. Services Purchased:

   * Name of service
   * Mandate for purchase arrangement
   * Name of organization providing service
   * Date established
   * Scope (policies and services affected)
   * Resources allocated (by Metro and service provider)
   * Monitoring process
   * Evaluation and results
   * Has service provider established programmes and policies aimed at ensuring access to services? If yes, can you please describe using Guideline numbers 1 and 2.

4. Does your Department provide services in languages other than English or French? (If yes, please provide information on the languages the services are provided in).

5. Does your Department have any programme materials translated into languages other than English or French? (If yes, please provide samples and the background information.)

6. If your Department purchases services, are the contracted services provided in languages other than English or French? Do these service providers have their programme information in languages other than English or French? (If yes, please tell us what languages these services are provided in and what languages the related programme materials are translated in?

FORMAT FOR INFORMATION RESPECTING DEPARTMENTAL NEEDS TO IMPROVE ACCESS TO METROPOLITAN SERVICES

This instrument is designed as a guideline to assist you in the identification of policy and programme needs within your Department which would improve access to services directly provided and purchased by the Municipality. Please identify the area(s) you think appropriate for your Department or Division. For reference or appropriate examples see the Federation of Canadian Municipalities document, **DEALING WITH DIVERSITY**.

1. Policy Analysis/Development:

   * Analyzing department policies to determine systemic (1) issues to service delivery;
   * Developing specific policies to promote access;
   * Requesting information from contracted services, re., policy analysis and development of service provided.

2. Programme Analysis and Development:

   * Analyzing department programmes to determine systemic barriers to service delivery;
   * Developing specific programmes to promote access;
   * Requesting information from contracted services, re., programme analysis and development of services provided.

3. Determining Client Profiles

4. Determining Skills of Staff related to racially and culturally appropriate service delivery (1)

5. Providing Materials and Services In Appropriate Languages

6. Staff Development

7. Conducting Community Needs Assessments

(1) See Federation of Canadian Municipalities document pages 3 through 8.

APPENDIX #3

DEPARTMENT INITIATIVES TO IMPROVE ACCESS TO METROPOLITAN SERVICES

2.1 Communication

Several departments have translated public information material, programme information brochures and service application forms to improve communication and service delivery to the Municipality's non-English speaking residents. In addition, many departments have developed an inventory of staff skills in languages other than English and French. These skills are used on a volunteer basis to provide translation and interpreter services.

Community Services Department

Homes For The Aged: Since 1984, each home has maintained an inventory of staff capacity in languages other than English and French. In 1987, the Resident Care Questionnaire had been translated into three languages. In 1989, the Residents' Rights statement had been translated into four languages.

Social Services Division: This Division maintains an inventory of staff capacity in languages other than English and French and has translated its general information brochure into eleven languages. This Division also has programme announcement inserts translated into major languages and advertises staff vacancies in the ethnic media.

Hostels Operations Unit: At each family residence, this Unit has translated the House Rules into Spanish and Farsi. This Unit has also hired staff who speak Spanish and Farsi and has provided training opportunities for staff interested in upgrading second language skills. Further, Hostels staff have translated written materials into several languages and have relied on staff of community organizations to translate such materials.

Through services purchased by the Hostels Unit, community-based organizations provide: English-as-a-Second Language classes for hostel residents; public service announcements in eight languages on available shelter services and wife assault programs.

Purchased Services Unit: This Unit provides translation and interpretation services in eight languages on a voluntary basis.

Children's Services Division: Through its area offices, this Division translates service related documents into Farsi, Greek, Italian, Chinese, Tamil, Portuguese, Vietnamese and Spanish. In addition, through purchased services, this Division works with community agencies to assist in providing translation and interpreter services.

Employment Programs and Services Unit: This Unit has translated correspondence and conducted Group Employment Orientation Sessions in the following languages: Spanish, Chinese, Sri-Lankan and Iranian. Through its area offices, this Unit distributes a variety of brochures in diverse languages to inform the target communities of available services. Also, to enhance services to refugee clients on General Welfare Assistance, Program staff work closely with employment counselling centres. These counselling centres use specific language skills in the delivery of employment counselling and job preparation services.

Metropolitan Toronto Housing Company (MTHC): The MTHC has translated information into Chinese on the Emergency Response System. Staff and social club members of specific housing sites have translated information materials and the schedules for doctors' and nurses' visits into the predominant language of tenants in particular sites. In 1989, MTHC developed an inventory of staff skills in languages other than English and French.

Ambulance Services Department: To increase awareness about the Department's programs, Ambulance Services has produced multilingual print, audio-visual material and public service announcements for radio and television in diverse languages.

Chief Administrative Officer's Department

Information and Communications Division: Since its establishment in 1989, this Division has purchased radio and television advertising in five languages (French, Italian, Chinese, Portuguese and Spanish) to inform these communities about the public information sessions on property tax reassessment.

Cultural Affairs Division: Staff of this Division have capacity in Italian and have used this infrequently in consultation with a small number of clients.

Multicultural and Race Relations Division: This Division's general policy and program information brochures are in the process of being translated into Italian, Chinese, Portuguese and French.

Toronto Transit Commission: Through the Marketing and Consumer Information Unit, the TTC has translated its general information brochure "Your TTC" into eleven languages and has had an advertising campaign translated for viewing on MTV. Information to immigrants and refugees is provided through the Ministry of Citizenship's "Newcomer's Guide to Service Organizations" which is translated into eleven languages. Translated advertisements for major service changes are posted in the ethnic media.

Personnel Department: Department staff have capacity in Italian and Chinese. These skills are used on an informal basis.

Transportation Department: To inform Metropolitan residents of specific projects, Department staff send letters to area residents and merchants. When required, these letters are translated into appropriate languages.

Clerk's Department: Department staff have capacity in Italian and Chinese. These skills are used on an informal basis.

2.2 Community Linkages

This category refers to activities aimed at involving the target communities in: community and policy development; participation on advisory boards and in planning specific departmental activities; maintaining liaison between Metropolitan staff and community organizations; and providing information regularly to the target communities.

Community Services Department

Homes For the Aged Division: To assist in the planning and programming of Castleview Wychwood Towers, this Division involves the Momiji Health Care Society. Similarly, staff have involved the Armenian community on the advisory board for construction of a future site. Further, the Division is in the process of adding four or five members from the target communities to its Community Advisory Board.

Social Services Division: Through its area offices, Division staff liaise with community agencies servicing the target communities.

Policy and Planning Division: Community Development staff and grants officers provide advice and support to emerging ethno-specific organizations. Policy development projects include consultation with the target communities, particularly on the Social Development Strategy and Youth Task Force.

Metropolitan Toronto Housing Company: The target communities have been involved in planning specific functions, eg., multicultural celebrations, open houses and the MTHC President address at the 1989 Annual General Meeting.

Employment Programs and Services Unit: Through its area offices, this Unit has: increased liaison with agencies servicing the target communities; in cooperation with staff of community agencies, provided Group Information Sessions for refugee clients; shared direct telephone lines with, and conducted outreach to staff of community agencies servicing refugees; established a community liaison worker position to maintain regular contact with community agencies.

Purchased Services Unit: This Unit's staff liaises with community agencies servicing the target communities.

Children's Services Division. This Division provides developmental support assisting the target communities to establish child-care centres.

Chief Administrative Officer's Department:

Cultural Affairs Division: In its grants review process, this Division has begun to seek and use artists from the target communities to advise on the quality of grant applications. Division staff also provide advice to arts groups from the target communities.

Equal Employment Opportunity Division: This Division will involve the target communities in developing corporate and department employment equity goals and timetables. The target communities will also assist with outreach recruitment.

Multicultural and Race Relations Division: As part of this Division's mandate, staff liaise and participate with a broad range of groups from the target communities. Further, in administering the Multicultural Grants Program, Division staff provide grants advice to organizations from the target communities.

Toronto Transit Commission: Through public information sessions, Commission staff provide information to the target communities.

2.3 Staff Reports

Community Services Department:

Homes For the Aged Division: This Division provided Community Services and Housing Committee with a Summary of Recommendations on the 1989 **Report of the Ontario Advisory Council on Senior Citizens "Aging Together"** addressing multiculturalism and aging. In addition, a research project, entitled **A Needs Assessment of Ethnic Minority Elderly Living In a Home For the Aged**, had been conducted in 1989 at True Davidson Acres.

Policy and Planning Division: This Unit has presented three reports to Council on the development and implementation of the Department's Multicultural Funding Policy. This Division also reported to Council on the service needs of the South Asian community.

Employment Programs and Services Unit: This Unit reports to the Community Services and Housing Committee on issues respecting refugees and their employment program needs.

Toronto Transit Commission: In 1988, staff presented a report, entitled **Equal Opportunity At The TTC**, to the Board of Commissioners.

Ambulance Services Department: Staff have developed a report for the Department on the Metropolitan Save-A-Life Program and efforts to reach the target communities.

The Planning Department: This Department issues **Metro Facts** reports on resident status by mother tongue. Further, in 1989 this Department reported to Council on the need for specific outreach activities to involve the target communities in the MetroPlan Review process.

Chief Administrative Officer's Department:

Equal Employment Opportunity Division: This Division presented Council with its second report, entitled **A Strategy For the 90's**, recommending a results-oriented equal employment opportunity policy and program.

2.4 Staff Development

Community Services Department

Homes For the Aged Division: Staff have participated in Working With a Multicultural Clientele, Kingswood and Human Rights training. Staff also have opportunities to take workplace English-as-a-Second Language training.

Social Services Division: Staff have participated in the Working With a Multicultural Clientele workshops and Kingswood.

Hostels Operations: Staff have participated in the Working With a Multicultural Clientele workshops, Kingswood and Human Rights Training. Staff also have opportunities to take workplace English-as-a-Second Language training. Further, staff discuss working with the target communities at various staff meetings.

Metropolitan Toronto Housing Company: Staff have participated in the Working With a Multicultural Clientele workshops, Kingswood and Human Rights training. Staff have developed a multicultural component to the Lifestyle Management Model training program for tenants and have offered tenants Multicultural Awareness programs.

Policy and Planning Division: Staff have participated in Kingswood.

Children's Services Division: Staff have participated in Kingswood, Multicultural Awareness and Human Rights training.

Purchased Services Unit: Staff have participated in Kingswood.

Employment Programs and Services Unit: Staff have participated in the Working With a Multicultural Clientele workshops and have held special educational sessions to discuss issues on working with refugees.

Personnel Department: Staff have participated in Kingswood and offer training programs in Human Rights, Interviewing Skills, English in the Workplace and English-as-a-Second Language.

Ambulance Services Department: Staff have participated in Kingswood and offer a Multiculturalism and Conflict Resolution training program for department staff.

Clerks Department: Staff have participated in Kingswood.

Transportation Department: Staff have participated in Kingswood.

Parks and Property: Staff have participated in Kingswood.

Chief Administrative Officer's Department

Cultural Affairs Division: Staff have participated in Kingswood.

Multicultural and Race Relations Division: This Division administers the Kingswood Management and Working With a Multicultural Clientele training programs. Staff have also participated in these training programs.

Equal Employment Opportunity Division: Staff participate on the training team of the Kingswood program and have attended Kingswood as trainees. In addition, this Division offers the Human Rights Seminar, the Human Rights Workshop and the Workshop on Racial and Sexual Harassment to increase the understanding of Metropolitan staff on human rights issues.

Corporate Administration Division: Staff have participated in Kingswood and provide administrative support to the training programs offered by the Equal Employment Opportunity and Multicultural and Race Relations Divisions.

2.5 Service Programmes

Community Services Department

Homes for the Aged Division: This Division provides ethno-specific housing to the elderly in the target communities.

Social Services Division: Through the area offices, this Division has specific staff units to manage refugee caseloads and provides satellite operations through Ontario Welcome House.

Hostels Operations Unit: This Unit provides specific services for refugees, involves the target communities in developing ethno-specific shelters. This Unit also accommodates diverse dietary customs and religious holy days of shelter residents.

Further, this Unit purchases services from the following organizations: Anduhyan (Native Women's residence); Na-Me-Res (Native Men's residence); Shirley Samaroo House (immigrant and visible minority women and children residence); Sojourn House (refugee claimant residence). These community shelters deliver the following services: a support group for assaulted immigrant women; Native childcare; and a referral network involving a range of ethno-specific social service agencies.

Employment Programs and Services Unit: This Unit provides referral for clients to a range of community-based organizations servicing the target communities. To assist in this process, this Unit has included a specific section on ethnic and cultural skills-training service organizations in the Employment Programs and Services Handbook.

Through the area offices, this Unit offers a stream-lined process for managing the refugee caseload. Further, this Unit has developed an employment orientation package to meet the needs of the target communities. The Orientation Package includes:

- resources available for translation of occupational documents to Canadian equivalency;
- Ontario Health Insurance Plan information;
- General Welfare employment expectations and interpretation of General Welfare Assistance policy and procedures;
- employment resources available to assist with job search and preparation;
- Ontario Human Rights and Employment Standards information.

This Unit has also developed specific refugee assessment sheets to assist in case planning for refugee claimants. Through purchased services, this Unit supports programs in ethno-specific agencies.

Children's Services Division: This Division assists the target communities in developing child care centres. To develop appropriate services, this Unit analyzes demographic trends.

Purchased Services Unit: This Unit purchases services from ethno-specific agencies.

Works Department: To encourage target community participation in the Metropolitan waste recycling program, this Department has developed and implemented the Solid Waste Environmental Assessment Program Multi-lingual Outreach Pilot Project.

Toronto Transit Commission: As part of the Equal Employment Opportunity program, the TTC conducts Employment Equity Outreach Recruitment and Marketing-Customer Information Outreach.

Ambulance Services Department: This Department offers a public education and information program to the target communities.

Chief Administrative Officer's Department

Multicultural and Race Relations Division: Through the community relations program, this Division provides advice and support to over eighty (80) organizations from the target communities.

Equal Employment Opportunity Division: This Division provides resource support to the Corporate results-oriented equal employment opportunity program.

2.6 Grants Programmes

Community Services Department

Policy and Planning Division: This Division administers the Multicultural Access Fund to support social service agency activities aimed at improving access to services. In 1989, ten organizations received funding for a variety of projects. Further, the Division administers the Grants to the Elderly, Community Neighbourhood Support Services Program and Developmental Grants Programs supporting organizations in the target communities.

Hostels Operations Unit: Through the Emergency Shelter Assistance Program, this Unit has supported the following ethno-specific and Native shelters: Refugee Counselling and Referral Centre; Shirley Samaroo House; Sojourn House; B'nai Brith Women of Canada; Great Lakes Hostel Serving Refugees; Society for the Aid of Ceylon.

Chief Administrative Officer's Department

Cultural Affairs Division: In 1989, grants supporting arts activities in the target communities were provided to eleven organizations.

Multicultural and Race Relations Division: Since its establishment in 1981, the Municipality's Multicultural Grants Program has supported a range of organizations representing the target communities. Core and operating funds are provided for race relations, community development and community-based cultural expression activities.

2.7 Policy Development

Community Services Department, Policy and Planning Division: This Department has incorporated the recently established Multicultural Funding Policy into the Terms of Reference of the Department's Grants Programmes.

Toronto Transit Commission: In 1989, the TTC adopted an Equal Employment Opportunity Policy and Program.

2.8 Special Projects

This category lists activities enabling the corporation and departments to improve access to Metropolitan services.

Community Services Department

Policy and Planning Division: Through the implementation of the Multicultural Funding Policy, this Division requires agencies receiving Social Services grants to collect data on the ethno-racial and linguistic status of the agency's clients, board, volunteers and staff. Further, the Metro Youth Job Corps collects similar client data and in 1989 established a Race Relations Committee composed of staff from five community-based agencies.

Employment Programs and Services Unit: Through the Metro Youth Outreach Program, this Unit collects data based on the ethno-racial and linguistic status of clients. This Unit also collects data on its refugee caseload.

Purchased Services Unit: Through the Youth Employment Counselling Centres, data is collected based on the racial status of clients.

Metropolitan Toronto Housing Company: In 1986, the MTHC Advisory Committee initiated "Cultural Festivals".

Chief Administrative Officer's Department

Information and Communications Division: This Division has conducted a telephone survey of Departments to identify department advertising policies.

Cultural Affairs Division: In 1989 and 1990, this Division has included access to arts funding on the agenda of the Inter-Governmental Forum on the Arts and the Metro Arts Network. Also, in 1990, Division correspondence to funding applicants requests recommendations of arts advisors from the target communities.

APPENDIX #4

SUBCOMMITTEE ON PURCHASED SERVICES

Composed of representatives from the Departments of Management Services, Chief Administrative Officer's, Community Services, Transportation and Works, the Subcommittee on Purchased Services was established to assist the Chief Administrative Officer's Department by:

- developing a definition, and determining the scope of services purchased by Metropolitan Departments;
- conducting research into policies, programmes and activities of other levels of government related to purchasing services within the context of an access to services policy;
- proposing an implementation strategy for services purchased by the Municipality within the context of a policy on access to Metropolitan services.

The following is the Summary of 1988 Net Consulting Expenditures by Total amount per Department ($000's).

1.	Ambulance Services	$	35
2.	Audit		0
3.	Chairman's Office		80
4.	Chief Administrative Officer's		146
5.	Clerk's		35
6.	Community Services		1,020
7.	Legal		225
8.	Management Services		4,843
9.	Parks and Property		1,665
10.	Personnel		192
11.	Planning		73
12.	Roads and Traffice		2,055
13.	Treasury		123
14.	Works		12,056
15.	Sundry-at-Large		641
	TOTAL DEPARTMENTS	$	23,639

APPENDIX #5

SUBCOMMITTEE ON MULTILINGUAL SERVICES

Composed of representatives from the Departments of Community Services, Clerk's, Chief Administrative Officer and Toronto Transit Commission, the Subcommittee on Multilingual Services was established to assist the Chief Administrative Officer's Department by:

- determining the present need for, and capacity of the corporation and departments to provide services in languages other than English and French;
- conducting research into policies, programmes and activities of other levels of government respecting multilingual service delivery;
- proposing a strategy to manage multilingual service delivery within the context of a policy on access to Metropolitan services.

Further, in conducting research on the related activities of other levels of government, this Subcommittee identified that:

- the Government of Ontario has established an inter-ministerial group to assess the province's role and responsibility in the area of interpreter services;
- the following ministries have translated printed material into languages other than English and French: Energy, Housing, Natural Resources, Office of Senior Citizens' Affairs, Secretariat for Disabled Persons and Municipal Affairs;
- the following ministries have developed audio-visual material in languages other than English and French: Energy, Skills Development and Municipal Affairs;
- the City of Scarborough, Equal Opportunity Office, has translated its general information brochure into ten languages;
- the Borough of East York has translated a general information brochure on municipal elections into five languages;
- the City of Toronto, Clerk's Department, provides Translation and Interpreter services in Portuguese, Italian, Greek, Chinese and French for members of City Council and City departments; and,
- the City of Toronto, Multicultural Access Program, has established an Interpretation Services Task Group to further enhance the City's capacity to meet the needs of linguistically diverse communities.

APPENDIX #6

COMMUNITY ORGANIZATIONS INVOLVED IN ACCESS TO SERVICES

- **the Access Action Council (AAC)**: An organization composed of staff from social service agencies and the local municipal social planning organizations, the AAC has a Metropolitan scope and organizes community forums and conferences to address access to services issues and to develop programs for action.

- **the Multicultural Coalition on Access to Family Services Coalition (MCAFS)**: An organization composed of representatives from nine community agencies addressing the issue of equal access to family services, the MCAFS has a Metropolitan scope and meets regularly to discuss and develop common advocacy activities. Communities involved in MCAFS include: Korean, Japanese, Chinese, Hispanic, Portuguese, Black, Italian, Vietnamese and South Asian.

- **the Ontario Council of Agencies Serving Immigrants (OCASI)**: A Council of social service agencies providing settlement services to immigrants and refugees, OCASI has over 102 agency members throughout Ontario, 66 located in Metropolitan Toronto.

- **the United Way of Greater Metropolitan Toronto**: A major contributor to social services funding and service planning, the United Way has participated in and sponsored the Social Services Multicultural Development Project. Since 1985, this Project has involved twelve social service agencies within Metropolitan Toronto. In addition, the Toronto Association of Neighbourhood Settlement Houses and West Scarborough Neighbourhood Community Centre have initiated similar projects.

- **the North York Inter-Agency and Community Council (NYIACC) Cross Cultural Subcommittee (CCS) and North York Multicultural Work Group (NYMWG)**: A human services planning body in the City of North York, NYIACC identifies service needs and issues and facilitates service development to meet these needs. Through the NYMWG and the CCS, NYIACC address issues related to access to services for the target communities.

- **the Multicultural Consciousness Committee of Scarborough (MCCS)**: An emerging organization, the MCCS is an association of service providers concerned about access to services for the target communities. The MCCS holds bi-monthly meetings to discuss emerging issues and to update members on various projects.

- **the York Inter-Agency Network Race Relations Committee (Y.I.A.N.)**: An alliance of organizations providing human services in the City of York, the Y.I.A.N. Race Relations Committee has conducted a needs assessment of service agencies and is presently involved in community development activities.

- **the Congress of Black Women, Toronto Chapter**: An organization composed of Black Women, the Congress identifies issues affecting Black women and acts to address these concerns. The Congress is presently involved in community development workshops and consultations aimed at discussing race relations issues impacting on the provision of children's services.

- **the Multicultural Coordinating Group on Access to Family Services**: Composed of representatives of the United Way, Municipality of Metropolitan Toronto, Ministry of Community and Social Services and the Multicultural Coalition on Access to Family Services, this Group is working to identify and develop measures to ensure equitable access to funding for agencies providing family counselling services.

- **the Portuguese Inter-agency Network (PIN)**: An umbrella organization composed of staff providing services to the Portuguese community throughout Metropolitan Toronto, PIN monitors service needs of the Portuguese community and undertakes projects to improve the awareness of service providers to the needs of the Portuguese community.

- **the South Asian Inter-Agency Network**: An emerging organization, this Network is working to ensure appropriate service development to meet the needs of the South Asian community.

- **the Toronto Aboriginal Social Services Association**: An emerging network of service providers in the Native community, this Association is working to develop Native services and appropriate response by other service agencies to the needs of the Native community.

- **the Chinese Family Life Services (CFLS)**: An organization providing family counselling services to the Chinese community, CFLS has been involved in education and advocacy activities to increase public awareness and to affect policy of the provincial and municipal governments.

- **Women Working With Immigrant Women (WWIW)**: WWIW is a coalition of individuals and non-governmental organizations working with immigrant women. In the past three years, WWIW has been involved in a race relations project examining human rights issues and access to services.

- **the Full Screen Working Group**: This Group is a coalition of people of colour involved in independent film and video arts activities. The Group is presently involved in developing seminars and follow-up activities aimed at ensuring equitable access to arts funding.

- **the Coalition of Visible Minority Women (CVMW)**: A network of visible minority and native women, the CVMW has been involved in advocacy and public education activities addressing employment equity and access to services.

- **the Federation of Chinese Canadians in Scarborough (FCCS)**: An emerging umbrella organization, the FCCS undertakes activities promoting the participation and integration of the Chinese community in municipal life. The FCCS works with public institutions on projects aimed at improving the quality of race relations.

There are other community-based organizations involved in initiatives to improve access to services. As part of their over-all activities, the Hispanic Council of Metropolitan Toronto, the Cross Cultural Communications Centre and the Toronto Association of Neighbourhood Settlement Services are involved in various access projects.

Community Reports on Access To Services

In 1987, the Chinese Family Life Services released its first report, entitled A Needs Assessment Survey. This report identified barriers confronting the Chinese community in accessing family counselling services. In 1989, the Chinese Family Life Services issued another report on wife assault in the Chinese community. Entitled **Wife Assault: The Chinese Family Life Services Experience**, this report focuses on the need for core funding to the agency.

In 1988:

- the Urban Alliance on Race Relations dedicated an issue of its publication, **Currents**, to articles addressing access to community agency and municipal services.
- Fuse Magazine, a publication dedicated to the arts, released the first of two editions identifying barriers to accessing public funding for cultural activities. Fuse released a subsequent edition in 1989.
- Parallelogramme, a visual arts magazine, released a series of articles discussing the implications of race relations on the arts community, including access to public funding for arts activities of the target communities.
- the Multicultural Coalition on Access to Family Services initiated a research project to identify barriers to family counselling services. On completion, this report will form the basis for advocacy and lobbying activities by the Coalition.
- the Vietnamese Youth and Women Association released a study, entitled **The Needs Assessment Study of The Vietnamese Youth In Metropolitan Toronto**.

In 1989:

- the Congress of Black Women initiated a film project to document the impact of race relations in child care settings. After a period of community consultations and workshops, the Congress intends to release the documentary in 1991.
- the Japanese Family Services released its study, entitled **Opening The Umbrella**. This report identifies barriers to family services impacting on the Japanese community.
- the North York Multicultural Work Group released its report, entitled **Multicultural Action North York**. This report discusses access to services operating in the City of North York.

APPENDIX #7

REPORT ON COMMUNITY FOCUS GROUP DISCUSSIONS

Introduction:

This report summarizes the comments, issues and concerns gathered at community focus group discussions involving key informants representative of, or providing services to members of diverse ethno-racial and linguistic communities within the Municipality of Metropolitan Toronto. These sessions were held in the evening between 7:00 and 10:00 p.m. on October 4, 10, 12, and November 1, 1989, and constitute part of a research process aimed at identifying community perceptions and issues on access to Metropolitan services. A total of one hundred (100) participants attended.

Purpose of the Focus Group Discussions:

At the initial meeting of the Inter-departmental Reference Group on Access to Metropolitan Services, September 11, 1989, it was agreed community focus group discussions would be useful to provide opportunities for key community contacts to discuss their concerns and ideas on the issue of access to Metropolitan services.

It was further agreed the focus group discussion would solicit community knowledge, perceptions, concerns and opinions on the following questions:

1. What services does Metro provide and/or purchase that you are aware of?

2. What programs are you aware of that Metro provides and/or purchases that promote access to Metro services?

3. What barriers are you aware of that are encountered by members of diverse ethno-racial and linguistic communities in their efforts to access services provided and purchased by Metro?

4. In what way can members of the community and Metro work together to ensure services provided and/or purchased by Metro are accessible to members of diverse ethno-racial and linguistic communities?

Finally, it was agreed a summary of the focus group discussions would be shared with the focus group participants.

Presentation of the Information:

The information in this report is presented following each question and responses to the questions are analyzed. The analysis identifies the most frequent responses and other responses. For questions Nos. 1 and 2, an asterisk (*) identifies a correct answer to the questions. Noted according to frequency, responses to questions Nos. 3 and 4 provide insight to the most commonly perceived barriers to, and suggestions for improving access to Metropolitan services. A summary analysis of community concerns is provided at the end of the report.

Following the analysis, there are comments relevant to each question. These comments provide a broader perspective of participants' perceptions and concerns.

The methods used to develop and conduct the focus group discussions are discussed at the end of this report.

1. What services does Metro provide and/or purchase that you are aware of?

The following were the most frequent responses given:

- policing;*
- operation of community centres;
- provision of daycare;*
- provision of General Welfare Assistance;*
- Toronto Transit Commission;*
- Homes for the Aged;*
- grants.*

Other responses included:

- libraries;
- counselling;*
- health care;
- housing;*
- public works;
- parks and property;*
- recreation;
- sanitation;
- heritage programs;
- Metro School Board;
- children's services;*
- employment assistance programs;*
- Canadian National Exhibition;*
- race relations;*
- community development;*
- ambulance.*

2. What programs are you aware of that Metro provides and/or purchases which promote access to Metro services?

The following were the most common responses given:

- grants to ethno-specific agencies;*
- Multicultural Access Grants;*
- Multicultural and Race Relations Division;*
- employment equity;*
- multilingual communications/translators;
- libraries/collections in diverse languages;
- police visible minority recruitment;*
- police ethnic relations unit;*
- Community Neighbourhood and Support Service Grant;
- basic information on welfare system translated into a variety of languages;*
- community development support to ethno-specific groups;*
- multicultural and race relations grants for advocacy;*
- Kingswood training;*
- childcare workers participate in multicultural staff development programs.*

Other responses included:

- funding to settlement and social service agencies;
- transportation to the zoo;
- community services;
- human resources;
- race relations training;*
- Community Development Grant;

- Woodgreen Red Door;
- shelters;
- social services policy statement;
- purchase of counselling services;
- funding cultural programs;
- Ads in ethno-specific newspapers;*
- inviting people to apply for positions on Boards;
- some attempt in welfare;
- housing;
- hiring practices in Social Services Department, i.e., hiring Greek- speaking person in Greek community;*
- Metro Toronto Housing Corporation/ethno-specific senior's housing;*
- support to Caribana;*
- waste management recycling program/translation of outreach literature;*
- bilingual pamphlets on health provided by Metro library;
- Homes for the Aged ethno-specific housing/working with specific communities.*

3. **What barriers are you aware of that members of diverse ethno/racial/linguistic groups encounter in their efforts to access services provided and/or purchased by Metro?**

The following were the most common responses given:

- lack of minority representation on Metro Council, Agencies, Boards, Commissions and as staff to the Corporation;
- lack of translation/interpreter services and cultural interpreters;
- lack of information on, and promotion of Metro and its services;
- lack of cultural and racial sensitivity exhibited by Metro staff;
- location of services pose transit difficulties;
- lack of innovative service development to meet community needs;
- cultural bias in grants assessment and distribution;
- inadequate funding of ethno-specific agencies;
- difficulty distinguishing between Metro and local municipal services;

Other responses included:

- lack of communication;
- the recent Municipal elections were confusing;
- lack of outreach to the community for involvement in planning;
- City Hall artwork does not depict minorities;
- lack of cultural, race and ethnic relations training for front-line staff to sensitize them to different groups;
- process of communication between officials and local groups creates an enormous sense of suspicion and distrust;
- lack of use of present technology to assist in referral process;
- frightening to come to Metro to give deputations;
- purchase of service: systemic issues are maintaining the status quo, re: historical funding relations with mainstream organizations;

- Metro does not have a contract compliance program;
- discrimination against non-English speaking and racial minority groups;
- libraries often do not have literature which reflects the community;
- Metro is not reaching out to the French-speaking Black community;
- Metro staff do not remain with one project long enough to establish relationships with clients;
- most service counsellors speak English only;
- staff in purchase of service organizations are overworked, e.g., the Family Service Association, contract provides for one trained family counsellor per 27,000 Metro residents;
- lack of street signs in appropriate languages;
- inaccessible TTC in areas outside of the City of Toronto, where many minorities reside;
- system is complex, therefore, difficult to understand;
- inappropriate hours of service.

4. **In what way can members of the community and Metro work together to ensure services provided and/or purchased by Metro are accessible to members of diverse ethno/racial/linguistic groups?**

The following were the most frequent responses given:
- further consultation with agencies, community representatives;
- providers of services need to establish access as a priority and develop specific services where required;
- representation on boards and commissions should be reflective of the community;
- more personal contact with agencies providing services is needed;
- hire more staff from various cultural/racial/linguistic groups;
- hire more community development officers;
- provide more sensitive community specific services, i.e., counselling, emergency shelters;
- set deadlines/targets for the achievement of goals;
- provide outreach programs in diverse languages;
- better dissemination of information is necessary;
- translation/interpretation service is necessary.

Other responses were:
- senior managers have to take access issues more seriously;
- use community media to advertise programs/services/positions;
- support access by diverse groups to community radio and television;
- determine grants funding guidelines in consultation with community;
- recognize and eliminate funding policies and practices which have a discriminatory effect;
- need a policy from the top down supported by the unions;
- collect statistics on how many minorities are using services;
- receive deputations from minority groups, recommend changes when necessary and advocate for community groups;
- establish a Black Children's Aid Society staffed by Blacks;
- communication between all levels of government is necessary;
- provide opportunity for minorities to access Metro at all levels;
- expand resources and provide specific services to meet needs of minority community;
- Councillors' offices should be in the community so as to be accessible and councillors should meet with community more often;
- more newcomer orientation to provide information on Metropolitan services;
- greater support to arts activities of diverse ethno/racial/linguistic communities;

- establish an overt statement of recognition of the fundamental need for community-based agencies in service delivery;
- establish political commitment to the issue of access;
- develop five-year plans instead of 1 year plan;
- there should be more information on training, and there should be community input to training in order to test the validity;
- groups should see the report before it goes to Council;
- police need more training with respect to attitudes and sensitivity;
- policies in Police Department, i.e., wife assault, need to be better enforced and consistent/ need interpreters for better protection;
- need for more Chinese-speaking and South Asian police officers;
- need for independent civilian review for police misconduct;
- use less bureaucratic language;
- Metro should establish a contract compliance program;
- publicize results of employment equity programs;
- engage in long-term community development;
- explain how Metro works in schools;
- information on Metro services should be distributed through community groups and libraries;
- make bureaucracy more open/ ensure accountability for each decision;
- Metro brochures should depict more races and cultures.

Question 2 - Comments:

"The fact that we are struggling to talk about this item is symptomatic. We are not clear about what services Metro provides and, consequently, do not consider Metro to be important."

"If the brochures sent to us are any indication of Metro promoting services to minority communities, then it is clear that Metro does nothing in this area."

"There is a recognition of the fact that diversity is a key issue and the staff of MCRR provide services internally and externally."

"Employment equity is an illusion. Are members of minority groups who work at Metro permanent or contract workers?"

Question 3 - Comments:

"The brochures are very white, the people in them that is. If I didn't know Metro, I would assume that no racial minorities lived there."

"There is no indication that the brochures we received are available in other languages. Metro publishes its information material in English only despite the fact that 53% of the Metro population do not speak English as a first language and would likely have difficulties accessing Metro services."

"Scarborough councillors and Scarborough Council periodically send out information brochures on Council matters. I have never received anything like this from Metro."

"Race relations issues have now become a political concern, but I think the political response is largely public relations and not very serious."

"Having a Race Relations Division is often a good way of not taking responsibility for the issue throughout every part of the government. It can be a way of ghettoizing the issue."

"Metro appoints people to various boards and commissions. I am never aware of which boards and commissions have openings. I have only seen ads in Share and Contrast once or twice."

"Metro does not translate its information into appropriate languages. How can people who do not speak English or French get to know and use Metro services? Take a Bengali woman who speaks no English and needs child care. Who does she call? How does she even find out who to call?"

"There is a lack of understanding, misperceptions and stereotyping by Metro staff of particular groups. This is most evident and dangerous in the area of policing. Black people feel that Metro Police are more willing to pull a gun on them because the police have a negative stereotype of Blacks as being dangerous."

"If a Black person steals a car, the penalty is death. If a White person steals a car, it's a different story. This kind of situation poses barriers to Black people seeing policing as a career."

"I once went out on patrol in a police car just to see what police officers deal with as a routine and every car stopped that night was being driven by a person of colour."

"There is a strong perception in the community that the police commission is not doing much, if anything, to improve police/minority relations."

"I don't know, and I'll bet many others don't know what police policy or training is in terms of apprehending alleged thieves of stolen vehicles. Police car chases were a big thing a year ago, reviews were done and changes were to be made. What has happened to that? Also, at what point should an officer draw his gun?"

"The minority business community is unaware of how to contract services from Metro. We don't know what services Metro contracts, nor do we know how our firms can bid on contracts that become available. Also, many of our businesses need economic development support and assistance."

"Red tape is a barrier. For example, a woman visited Canada and Welfare would not assist her until she received proper documentation for her special abuse case."

"One of the main problems is the Welfare telephone system. If professionals have difficulty with this, imagine clients without language facility."

"Lack of Chinese-speaking officers on the police force. In cases of family violence in which only the man speaks English, he tells his version of the story while the woman is unable to communicate. There was also a case where a Chinese woman was in a car accident, and the officer wrote down the details in English, and she signed the statement, though she was not able to read English."

"Lack of consultation with the users of service. If Metro is serious about access, they will consult the users of service."

"The geographic boundaries with respect to CNSSP grants create funding gaps. Neighbourhood definitions restrict access, and this has a disparate impact upon minority groups."

"Bureaucracy is a barrier. Chinese Family Life Services was turned down for a community services grant, and then told that they could not even get an application form for purchase of service, and it took six months for the appropriate person to get back in touch with us."

"The Greek community provides family counselling and translation/interpreter services to the community, but functions using unpaid volunteers."

"Upon arrival, immigrants do not only need settlement services. Certain ethno-racial groups have the skills to deliver these services, but they do not have the organizational base to do so and, therefore, others are discouraged from developing professional skills."

"Catholic Children's Aid and Jewish Family Counselling are not considered to be parallel, while other services provided by certain ethno-racial groups are."

"The issue of illiteracy has not been addressed. There is an assumption that everyone is literate. As a result, there has been too much reliance upon the translation of print material."

"The community offers to work with the mainstream, such as Welfare and the police, but do not receive any appreciation for these activities."

"There is a lack of clarity between the roles of Multicultural and Race Relations Division, the province, and the Mayors' Committees on Race Relations."

"When the staff of service providing organizations do not speak the language of the community, there is no opportunity for community input. As a result, they are unable to provide sensitive services or develop new more relevant services."

"With respect to the advertisement of jobs, there is too much writing and they are written using bureaucratic language. This is difficult to read, especially for people with reading disabilities."

"Inviting minority participation in Race Relations is done as an add on and does not permeate through all of Metro."

"The whole system presents barriers to the Native community. They have been ignored. Lumping Native groups into the Multicultural area is offensive. The experience of an intrusive colonial system has to be recognized."

"The Multicultural Access Fund is discriminatory and token. It did not involve organizations and groups in the process of defining needs. The criteria are too broad and are not targeted to specific communities."

"People from Vietnam and Chinese newcomers fear using the bus or subway since they sometimes become lost and cannot get assistance in their own language. They then have difficulty making their way to their intended destination. In fact, I've heard that they prefer to use street cars since the tracks are easier to find and can be followed back to the point of origin."

"Minority elderly rarely use the TTC due to language difficulties. One woman could not understand an announcement to leave a train and, therefore, remained and was stranded for four hours."

"A TTC driver refused to allow a Chinese woman to use her August Metro Pass on September 1, at 1:00 a.m., and they were unable to communicate."

"Governments are going in different directions regarding funding programs for minorities. This causes confusion, frustration, and cynicism; community groups are making programs to fit funding criteria instead of meeting community needs."

"There is a lack of information around daycare subsidies. This is particularly the case for new immigrants, therefore, they are sometimes leaving young children unattended."

"There is an old boys network which means that information about jobs and services tends to circulate only to certain groups of people. Minorities usually do not have information around available services."

"There is not enough assistance for the adjustment process of new immigrants, therefore, they do not have information around available services."

"There is a concentration of minorities in certain housing projects. This leads to a lack of access to certain programs."

"The buildings themselves serve as a barrier. Storefronts would be better.

"The police engage in activities such as employment equity and race relations training, and they have an ethnic relations unit, but I question the effectiveness of these activities."

"People from the Muslim community are overlooked in terms of language as well as cultural understanding and Metro's programs do not address these concerns. There is a lack of support groups for this community and Metro does nothing to address issues of religious diversity."

"Native Canadians suffer a great deal due to lack of cultural sensitivity. People just don't know very much about Native peoples. We are not part of your multiculturalism. We are not your racial minorities. We are First Nations peoples and that means something very different. For example, there are 60 languages spoken amongst our peoples and our peoples have difficulties learning English. We have different values such as cooperativeness and we suffer culture shock on moving to large urban centres. We require services that are totally different than what Metro offers."

Question 4 - Comments:

"Metro should ensure that grants available for family counselling support ethno-specific organizations in the South Asian community, particularly since Family Services Association has no staff to work with South Asians."

"The focus group participants should be invited back after the report is approved to look at what Metro does to promote its services and discuss how Metro can improve service delivery. Service users should also be invited to this forum."

"A hotline should be established to solicit advice from Metro residents, and community members should be offered incentives for their participation and expression of interest."

"Metro's policy on advertising for vacancies on boards and commissions should be changed to include minority media."

"A multicultural hotline for crises or complaints should be set up immediately."

"At the staff level, Metro should have a coordinating committee to avoid program duplication and increase effectiveness of resources."

"To understand community knowledge of Metro services, a checklist survey should be developed and implemented in minority communities. This survey should be made available through the non-print media so as to reach a broader audience."

"Metro should deal with the fact that right now there is total lack of coordination of Race Relations activities by various governments and boards of education."

"If Metro is serious about access, it should be consulting the users of services."

"Metro should increase funding to ethno-specific agencies. They are a bridge in terms of programs."

"Employment equity is one thing; however, minorities hired must be made welcome and not have to work in hostile/culturally inappropriate environments."

"Existing community groups should be tapped in terms of language service provision and should not be expected to provide translation on a voluntary basis."

"Metro staff should go out and work in the community in order to hear people's problems in attempting to understand and access services."

"Knowledge of communities is essential, particularly to address barriers for newcomers and those who have been her for generations but continue to encounter barriers in accessing services."

"Metro should work with school boards to address significant gaps in education, i.e., the people depicted in the areas of science and math in text books."

"Organizational systems need to respond with appropriate supervision, policy, programs, and bi-cultural/bilingual staff who have professional skills in the area of service."

"Make use of resources of the community. For example, B'Nai Brith has a newspaper which reaches 30 000 people per month. This could be used for information dissemination."

"The bureaucracy could be more responsive to community concerns. Individuals should not have to run to politicians to get things done."

"Metro should focus on Native issues aside from Multicultural and Race Relations issues. It is necessary to do research in conjunction with the Native community in order to determine needs."

"Metro should re-evaluate the languages in which it translates publications. For example, there is no translation of Somali or Arabic languages."
"In the case of the Metro Reference Library, there is obviously a need to provide some form of multicultural awareness training and/or some progressive affirmative action in the upper levels of staff and Board. Also there should be a subject category for ethnic communities, such as Chinese Canadian, Japanese Canadian, Italian Canadian etc. Such a listing would include all books/information relating to this subject: historical, cultural, social etc. This would be a first step in changing the traditional way of looking upon ethnic communities. We must change the way traditional hierarchies perceive ethnic identification in our society."

Summary Analysis of Community Concerns:

The preceding comments reflect many of the common concerns of those who participated in the community focus group discussions. These opinions and perceptions confirm the earlier review of community advocacy activities and research on community-based reports.

Analysis of the information gathered through the focus group discussions indicates members of the target communities are:

- unaware of the range of services provided by the Municipality of Metropolitan Toronto;
- concerned about discriminatory treatment in efforts to access services;
- unaware of the processes to engage service providers, Metro Councillors and Council committees; and
- concerned about the lack of multi-lingual services and translation and interpretation functions.

Further analysis indicates the following perceptions:

- there is an inequitable distribution of grants support and lack of grants funding available to the target communities;
- the Municipality has a poor communications program; and
- there are systemic barriers to employment for members of the target communities.

Finally, there were several common recommendations put forward by the focus group participants. These recommendations indicate community members:

- are willing to work with the Municipality of Metropolitan Toronto to implement an access program;
- are concerned that generic service delivery cannot meet their needs; therefore, they require specialized programs and services;
- believe the Municipality of Metropolitan Toronto must consult directly the consumers of services; and
- strongly encourage the Municipality of Metropolitan Toronto to adopt an access to services policy and program.

Conducting the Focus Group Discussion:

To conduct these sessions, participants were selected on the basis of their involvement in the activities of the target communities. Area municipal boundaries and field of expertise were also essential criteria for participant selection. This was done to receive input from a representative sampling of Metropolitan communities and emphasis was given to individuals who were particularly knowledgeable of, or have been engaged in access activities. A list of names was developed from established contacts of staff in the Multicultural and Race Relations Division and in consultation with key community informants and Metropolitan staff participating on the Inter-departmental Reference Group.

Invitations were initially offered over telephone by staff of the Multicultural and Race Relations Division and a confirmation letter describing the purpose, parameters and location of the sessions was sent to each participant along with two publications (**Government With A Difference** and **Metropolitan Toronto**) which provide information on the Municipality and its range of services.

Approximately 140 people representing service providers, business and professional organizations, the various levels of government and community organizations were invited to participate in the four sessions. A total of 100 persons attended. Each meeting was opened by the Deputy Chief Administrative Officer and the Director, Multicultural and Race Relations Division. Background information was provided to participants on:

- the nature of the Council request;
- the subsequent responsibilities of the Chief Administrative Officer and the role of the Multicultural and Race Relations Division;
- the tasks undertaken to date by the Chief Administrative Officer;
- a proposed time frame for submitting a report to Council; and,
- the parameters of the focus group discussions.

Attendance at each meeting varied between 18 and 35 participants who were, in turn, divided into smaller groups for discussion purposes. Staff of the Multicultural and Race Relations Division facilitated the small group discussions.

The facilitators sought feedback to each of the questions and recorded the information. At the end of the discussion of each question, the facilitators confirmed the recorded responses with the small group participants. This was done by each facilitator reading back the group's response and seeking approval. The participants were also asked to record any additional comments on sheets of paper provided to them and some participants took advantage of this opportunity.

Generally, the information recorded reflects individual responses and is a reflection of individual concerns. However, common concerns and points of view were discussed in several small groups and these have been noted.

APPENDIX #8

DEPARTMENT NEEDS TO IMPROVE ACCESS TO SERVICES

Departments acknowledge several pressing gaps and needs impacting on the delivery of services, particularly in the areas of: Communication; Community Linkages; Policy Development; Service Development; Staff Development; Data Collection; and Special Projects. A summary of these needs follows below.

8.1 Communication

Chief Administrative Officer's Department

Information and Communications Division: To respond to Councillors' requests and enquiries from the ethnic media, this Division requires staff to translate written materials and to provide interpreter services for meetings between Councillors and Metropolitan residents.

Corporate Administration Division: A service to Metropolitan residents and tourists, Metro Hall will require facilities for: multilingual simultaneous translation in the Council chambers; a multilingual public service centre; public information literature in diverse languages; and staff with multilingual capacity for telephone and front desk reception.

Cultural Affairs Division: This Division requires a clear corporate strategy to develop effective communication to the target communities.

Multicultural and Race Relations Division: This Division requires staff with capacity in diverse languages to improve working relations with linguistically diverse communities.

Equal Employment Opportunity Division: This Division requires staff with capacity in diverse languages to involve the target communities in working on the Corporate employment equity goals and timetables program. Also, this Division's program brochures require translation into diverse languages.

Community Services Department

Policy and Planning Division: This Division requires multilingual systems for: telephone, walk-in and written requests; assisting individuals and organizations addressing Council; and for managing effective communication to all Metropolitan residents.

Purchased Services Unit: This Unit requires translation and interpreter services to enable service providers to assist the target communities.

Homes For The Aged Division: This Division requires training for volunteer translators and interpreters, with a particular focus on health care vocabulary.

Children's Services Division: Relying on purchasing translation and interpreter services, this Division requires a reliable, cost-effective translation and interpreter service.

Social Services Division: As an immediate priority, this Division needs to provide materials and services in appropriate languages.

Employment Programs and Services Unit: This Unit requires interpreters to assist in delivering services.

Transportation Department: This Department requires assistance in translation of public notices and interpreter services to respond to telephone and walk-in enquiries.

Toronto Transit Commission: The TTC requires multilingual services to: provide information and information services; handle costumer enquiries and complaints; use the ethnic press; provide linguistically appropriate signage when necessary.

Clerk's Department: To respond to Councillors' requests for service, this Department requires translation and interpreter services to: manage official correspondence; respond to telephone and in person enquiries; prepare briefing materials for visits with foreign dignitaries.

Personnel Department: This Department requires translation of general information and advertising/marketing materials. Also, this Department requires multilingual services to manage walk-in and telephone enquiries in the employment reception area.

Ambulance Services Department: This Department requires qualified multilingual staff for its public education programs and translation of specific program materials (eg., "Metro Save-A-Life Tips"). Also, this Department needs to effectively use the ethnic media for distributing multilingual public information.

Parks and Property Department: This Department requires translation of its Parks User Study and Metropolitan Parks User Survey forms.

8.2 Community Linkages

Chief Administrative Officer's Department

Cultural Affairs Division: This Division requires outreach to, and consultation with the target communities to assess the degree of access to Metropolitan funding to the arts.

Equal Employment Opportunity Division: This Division requires target community participation in the Corporate employment equity goals and timetables program.

Multicultural and Race Relations Division: This Division requires target community participation in the review of the Municipality's Multicultural Grants Program. Also, this Division requires input to its community relations and training programs.

Community Services Department

Policy and Planning Division: This Division requires systematic consultation and partnership with the target communities to improve community planning and service delivery through policy development, community development, grants administration and special programs.

Homes For the Aged Division: This Division requires increased target community participation to assist staff in: identifying knowledgeable target community individuals to sit on the Homes' and Division's Board and committees; enhancing community outreach programs, particularly between the Homes and community agencies; developing advocacy strategies, particularly on multicultural health issues; supporting hiring of individuals representative of Homes' residents or with diverse language skills; identifying/accessing sources of funding to enhance racially and culturally appropriate service delivery.

Social Services Division: This Division requires systematic target community consultations and participation with Division staff.

Employment Programs and Services Unit: This Unit requires participation with local social service agencies and target community members to improve service delivery through the area offices.

Toronto Transit Commission: The TTC requires target community participation in developing programs to improve awareness of, and involvement in the transit planning process.

Personnel Department: This Department requires target community participation in its recruitment outreach program, particularly regarding the Corporate employment equity goals and timetables program.

Ambulance Services Department: This Department requires target community participation to increase community involvement in programs and as trainees to become program leaders.

8.3 Policy Development

Chief Administrative Officer's Department

Information and Communications Division: This Division requires a corporate policy on advertising in the ethnic media to respond to Councillors' requests and concerns expressed by the ethnic media. To develop an appropriate policy, this Division requires long-range planning to ensure advertising is consistent with the Municipality's overall objectives of resident awareness of, and participation in Metropolitan government.

Further, there are several Metropolitan programs, eg., the Metro Recycling Program, involving the local municipalities. Currently, there is no assessment of what the local municipalities do to ensure effective communication to the target communities. A common policy framework would ensure co-sponsored municipal programs meet the needs of the target communities.

Cultural Affairs Division: In discussing the Cultural Affairs Division 1989 Program Review Report, Council recommended that the Chief Administrative Officer develop a strategy to ensure equitable access by the target communities to Metropolitan funding for cultural activities.

Responding to the Council direction, the Cultural Affairs Division will develop an appropriate policy for submission to Council in 1991.

Community Services Department

Policy and Planning Division: This Division requires target community participation to address specific policy issues, i.e., housing needs and appropriate services. Also, this Division requires monitoring of demographic changes to adjust policies as required.

Purchased Services Unit: This Unit requires policy defining objectives and priorities on working with the target communities. This would assist the Unit's decision-making regarding funding to the target communities. To develop such a policy, Unit staff need to consult with agencies now on contract.

Social Services Division: This Division requires a policy framework to ensure its programs and services are sensitive to, and meet the target communities needs.

Management Services Department: Primarily providing services to the Corporation and Departments, this Department requires policy regarding the involvement of contracted services to enhance Corporate and Department program, service and policy development.

8.4 Service Programmes

Chief Administrative Officer's Department

Cultural Affairs Division: In 1974, the Municipality reviewed target community use of Metropolitan cultural facilities. This Division intends to further review this matter to determine the degree of target community access to these facilities.

Multicultural and Race Relations Division: This Division requires public education sessions and specific forums to discuss issues and activities with the target communities. This would provide opportunities to improve the knowledge of those interested in race relations issues.

Community Services Department

Policy and Planning Division: Implementing the Multicultural Funding Policy, this Division requires long-term working relations with funded agencies. Increased community development resources are required to assist funded agencies in developing: improved entry level information for agency clients; and opportunities for organizational change and development.

Purchased Services Unit: This Unit requires program analysis and development to address the following areas: improving relations between mainstream and ethno-specific agencies; encouraging contracted agencies to adopt policies promoting access; and implementing measures to ensure equitable awarding of service contracts.

Homes For The Aged Division: This Division requires the following: analysis of service and care programs; specific programs to promote access; and research on the health systems of the target communities.

Social Services Division: This Division requires policy analysis to identify and remove service barriers and to develop appropriate service policies.

Employment Programs and Services Unit: This Unit requires monitoring of demographic trends to develop appropriate programs. Also, this Unit requires publication of additional program booklets to inform the target communities of available services.

Clerk's Department: Operating the Metropolitan Records Management and Archives, this Department requires appropriate public programming depicting the target communities.

Ambulance Services Department: This Department requires promoting specific educational programs through English-as-a-Second Language programs.

8.5 Data Collection

Chief Administrative Officer's Department

Equal Employment Opportunity Division: As part of the employment equity program, this Division requires tracking of job applicants from the target communities.

Community Services Department

Policy and Planning Division: If the Department extends the Multicultural Funding Policy, this Division will require collecting client profiles from all agencies receiving funding from the Department's Grants Programmes.

Purchased Services Unit: This Division needs to develop an application form for funded agencies to report on initiatives to improve access to services and to identify agency staff, board members, volunteers and clients using services.

Childrens' Services Division: This Division requires collecting client profiles to determine target community use of services. Also, Division staff require understanding of the Ontario Human Rights Code provisions on gathering client data.

Social Services Division: This Division requires collecting client profiles to determine target community use of services.

Employment Programs and Services Unit: This Division requires collecting client profiles to determine target community use of services. Also, to analyze client data, Unit staff need an appropriate data base.

Ambulance Services: To ensure appropriate programs and services, this Department requires information on target community participation at all displays.

8.6 Staff Development

Chief Administrative Officer's Department

Corporate Administration Division: To improve telephone and walk-in reception, this Division requires education and training opportunities for support staff.

Community Services Department

Purchased Services Unit: This Unit requires training needs assessments of internal and contracted agency staff. Also, this Unit requires training programs to improve staff knowledge of the target communities and to develop effective service delivery skills.

Homes For The Aged Division: This Division requires staff training and awareness to: increase staff knowledge of the target communities; develop appropriate staff skills; and assist staff to develop appropriate programs and services.

Social Services Division: This Division requires needs assessments to determine staff skills and training needs. Also, this Division requires training programs to improve staff skills in working with the target communities.

Toronto Transit Commission: The TTC requires enhancements to its customer service staff training. This would improve staff skills in working with the target communities.

Audit Department: With the government trend toward comprehensive auditing, it is likely the Audit Department will become involved in auditing related to quality of service to the public. To do this effectively, staff will require training and skill development in working with the target communities.

8.7 Special Projects

Chief Administrative Officer's Department

Multicultural and Race Relations Division: In 1989, Council approved this Division's request to review the Multicultural Grants Program. With a report anticipated late 1990, this review will recommend to Council appropriate core and project funding categories. In this context, additional funding and changes to the grants program criteria may be required.

Community Services Department

Policy and Planning Division: If the Multicultural Access Fund is extended beyond the Social Services Grants Program, this Division will require additional funding to support access initiatives for agencies supported through the Community Neighbourhood Support Services Program and Grants to the Elderly Program. Equally, the two year Multicultural Access Fund pilot project will be reviewed in 1992; and priority funding to ethno-specific agencies may be needed as well as ways to ensure equitable distribution of program grants.

Further, this Division notes that to make changes involving grants programs at times requires discussions with, and similar actions by other levels of government. To pursue required changes successfully, discussions with other levels of government are needed.

Finally, this Division requires policy development and community development staff representative of the target communities. Current staff numbers and qualifications for these positions require review to ensure they do not present barriers to target community applicants.

Purchased Services Unit: This Unit requires a methodology to ensure equitable awarding of service contracts to mainstream and ethno-specific services. In addition, existing programs will likely require additional funds to improve access to services. In this context, this Unit requires approval of cost-sharing arrangements with the Ministry of Community and Social Services .

Employment Programs and Services Unit: This Unit requires additional funding support to ethno-specific agencies. Also, this Unit needs to provide increased funding to mainstream agencies. This will enable funded agencies to improve access to services. Further, this Unit requires additional staff to improve service delivery to the target communities.

Clerk's Department: This Department requires: a list of Metropolitan staff who can translate and interpret on an informal basis; a list of accredited translation and interpreter services; and a list of media and organizations from the target communities.

Ambulance Services Department: To improve its Health Fair and Displays Program, this Department requires a broader information base on the target communities.

Planning Department: To improve contact with the target communities, this Department requires a contact list of individuals and organizations. Also, this Department requires guidance on outreach techniques to engage the target communities.

The preceding list makes it clear that, to improve service delivery to the target communities, many Departments have several needs. Establishing corporate expectations, formal mechanisms and appropriate resources are required to assist departments to maintain and improve the current level of service delivery to the target communities. This approach would also assist each department in developing responsibility to improve access to Metropolitan services.

APPENDIX #9

TERMS OF REFERENCE

SOCIAL SERVICES DIVISION PROPOSED ACCESS PILOT PROJECT

Objective

The Social Services Division Access Pilot Project is designed to improve service delivery to the diverse ethno-racial and linguistic clientele of the Area Offices. The proposed Pilot Project is also designed to improve access to Metropolitan services for these target communities. Recognizing the value of planned and coordinated activities, the Access Pilot Project is designed to:

- * impact on the Social Services Division as a whole, rather than on one Area Office, thereby avoiding isolation and unnecessary duplication of effort within the system;
- * develop a data-base of client/community profiles and demographic trends as a way to assist service planning and project staff development needs;
- * assess client satisfaction with service delivery as well as the number and success rate of agency referrals;
- * involve representatives of community service agencies and organizations in the planning, designing, development and delivery of services;
- * conduct outreach to diverse ethno-racial and linguistic communities to inform them of available services.

Background

In recent years, the Social Services Division has experienced increasing changes in the composition of its service clientele. Members of diverse ethno-racial and linguistic groups now form a high percentage of client intake and agency referrals. This has prompted the Social Services Division to respond by:

- * establishing a specialized refugee caseload;
- * providing services through satellite offices to Ontario Welcome House clients;
- * liaising with agencies serving diverse communities;
- * participating in the Kingswood Management and Working With a Multicultural Clientele training programs;
- * maintaining a voluntary list of staff capacity in languages other than English and French;
- * publishing service information brochures in Chinese, Farsi, French, Italian, Polish, Portuguese, Russian, Spanish, Tamil, Turkish, Vietnamese;
- * advertising welfare visitor trainee vacancies in major ethnic newspapers.

Despite these initiatives, the Division has identified several needs impacting on service delivery. These include:

- providing materials and services in appropriate languages;
- determining staff skills related to providing racially and culturally appropriate service delivery;
- conducting staff development to improve service delivery and access to services;
- conducting community needs assessment and consultations;
- coordinating community relations activities to improve working relations with community organizations and agencies;
- conducting policy and program analysis;
- determining client profiles; and
- assessing the implications of demographic trends on current service delivery.

Structure

The Pilot Project will work through several Area Offices. The Project will also involve Metropolitan Staff and community resources through three working committees: the Staff Working Group; Community Planning and Advisory Committee; and Local Service Delivery Groups. Further, the Project will work cooperatively with the Social Services Division's Community Relations Program.

Specific guidelines for the Area Offices and each working group are provided below. Also provided are a list of activities and timeframe for implementation. Upon completion, the Pilot Project will be evaluated. Evaluation results will determine the future implementation of the Pilot Project in other Area Offices.

The Area Offices

Several Area Offices will be involved in the Pilot Project. Through these Offices, the Project will have greater influence on the Social Services Division as a whole. This will allow opportunities for: improved communication; common program, planning, policy and staff development; and an integrated, coordinated approach to community relations. Further, a successful Pilot Project could be implemented across the Social Services Division within a limited period of time.

While the Area Offices are the focus for activity, the Pilot Project will rely on involving external resources at the community (service delivery) and planning (Metropolitan) levels. Expertise from these areas will assist the day-to-day delivery and planning of services. This will require management representatives of each Area Office to participate in the Staff Working Group and Community Advisory Committee. Each Area Office will also be responsible for facilitating a Local Service Delivery Group.

Staff Working Group

Composed of staff from the Social Services Division, Community Services Department, and the Multicultural and Race Relations Division, Chief Administrative Officer's Department, this Group will guide the project through its development. This includes:

- preparing staff in the selected Area Offices for the Project;
- developing community support for, and cooperation in implementing the Project; and,
- monitoring and evaluating the Project.

This Group is also responsible for:

- ensuring resources are available to meet the Project's needs;
- examining the Project as a model applicable to other Area Offices; and,
- ensuring the Project is supported by the Social Services Division Community Relations Program.

Community Planning and Advisory Committee

This Group is composed of service agencies, local municipal planning organizations and inter-agency networks specializing in service delivery to diverse ethno-racial and linguistic communities. This Group will also involve representatives from ethno-racial and linguistic minority community organizations.

The purpose of this Group is to assist in identifying the demographic trends, service needs, methods and resources required to improve service delivery for current clientele. Further, this Group will assist in developing ways to improve access to services for ethno-cultural and racial minority communities.

The Community Planning and Advisory Group will be facilitated by the Social Services Division through the Staff Working Group. The Group will meet every two months and receive regular reports from the Staff Working Group and Local Service Delivery Group.

Local Service Delivery Groups

This Group is composed of mainstream and ethno-specific social service agencies operating within the catchment area of the Area Offices. The Area Office will facilitate a component of this Group and report regularly to the Staff Working Group and Community Advisory and Planning Committee. The Area Office will hold meetings with local service agencies every two months or as required.

The purpose of this Group is to assist in the day-to-day delivery of services. This will be done through an education and awareness program aimed at broadening staff knowledge of:

- services available to meet client needs; and,
- eligibility requirements for clients to receive services.

In addition, opportunities will be provided to improve communication, planning and service delivery across agencies.

Process for Implementation

There are three components required for a successful Pilot Project. In terms of priorities, these include the need to ensure:

- the necessary agreements and committee structures are in place;
- efforts are taken to develop the readiness of the selected Area Offices;
- resources are established to support the Staff Working Group, Community Advisory Committee, staff of the selected Area Offices and the Local Service Delivery Groups.

The following process is proposed for implementation:

- securing the necessary agreements and establishing the committee structures. This includes: developing Community Advisory and Planning Committee, and, Local Service Delivery Group membership and terms of reference; and identifying the resources essential to the Pilot Project.
- developing the readiness of the selected Area Offices through: determining staff development needs; coordinating staff development sessions; conducting analysis of demographic trends and service implications; collecting and analyzing client data; assessing client satisfaction with service delivery; assessing the quantity and success ratio of client referrals; and developing a list of service organizations that may have a role in ensuring service delivery meets client needs.
- further implementing the Pilot Project through: monitoring ongoing data collection; recording levels of client satisfaction and success rate of referrals; providing further staff development; and providing support to the Staff Working Group, Community Advisory and Planning Committee and Local Service Delivery Groups.

In addition to the above, the Pilot Project will be evaluated and the Social Services Division's ongoing community relations work will raise general awareness of the Pilot Project and the potential implications for service delivery through all the Social Service Division Area Offices.

Purpose For Recommended Measures

There are several measures recommended to implement the Pilot Project. These measures will contribute to improving service delivery and determining the effectiveness of the Project. A brief summary of these measures is provided below.

Measures To Improve Service Delivery

1. Develop Readiness of the Selected Area Offices. This involves communicating the purpose of the proposed Project to Area Office staff, developing consensus on the proposed process and initiating a staff development program.
2. Determining Staff Development Needs. This involves conducting needs assessments of frontline and administrative staff, particularly respecting managing effective community relations and working with a diverse clientele and community.
3. Coordinating Staff Development Sessions. This involves planning and facilitating separate and joint sessions with frontline and administrative staff at different points throughout the Project.
4. Developing Working Relations With Local Service Agencies, Inter-Agency and Planning Networks, and, Community-Based Organizations. This involves establishing and maintaining purposeful structures to assist in reviewing and improving service delivery.
5. Developing List of Service Organizations. This involves conducting research on and developing relations with services available to meet client needs.

Measures To Determine Effectiveness of Pilot Project

1. Conducting Analysis of Demographic Trends and Service Implications. This involves research on community composition in Area Offices catchment, including current status and projections.
2. Collecting and Analysing Client Profile Data. This involves developing and maintaining a data-base on clients serviced through the Area Offices.
3. Assessing Client Satisfaction. This involves developing and maintaining a data-base on client assessment of service delivery.
4. Assessing Client Referrals. This involves developing and maintaining a data-base on the number of clients referred and the success rate of referrals.

APPENDIX #10

DEMOGRAPHIC MAKE-UP OF METROPOLITAN TORONTO

MUNICIPAL POPULATIONS BY SELECTED ETHNIC ORIGINS

1986

Table 14.a

Ethnic Origin *	**Municipality**					
	Toronto CMA			**East York**		
	#	**%**	**%**	**#**	**%**	**%**
Single Options	2,446,810	100.0	72.0	72,885	3.0	72.8
British	968,190	100.0	28.5	32,710	3.4	32.7
French	65,145	100.0	1.9	2,040	3.1	2.0
Italian	292,215	100.0	8.6	4,025	1.4	4.0
Chinese	126,335	100.0	3.7	4,985	3.9	5.0
Jewish	108,795	100.0	3.2	410	0.4	0.4
South Asian	106,045	100.0	3.1	4,270	4.0	4.3
Portuguese	98,085	100.0	2.9	725	0.7	0.7
Other Single Origins	682,010	100.0	20.1	23,730	3.5	23.7
Multiple Origins	952,865	100.0	28.0	27,290	2.9	27.2
Total Population	3,399,680	100.0	100.0	100,175	2.9	100.0

* See **Notes on the Data** for details.
Source: 1986 Census of Canada.

MUNICIPAL POPULATIONS BY SELECTED ETHNIC ORIGINS

1986

Table 14.b

Ethnic Origin *	Municipality					
	Etobicoke			North York		
	#	%	%	#	%	%
Single Options	219,430	9.0	72.9	432,175	17.7	78.2
British	84,770	8.8	28.2	113,940	11.8	20.6
French	4,945	7.6	1.5	8,175	12.5	1.5
Italian	32,235	11.0	10.7	85,760	29.3	15.5
Chinese	4,585	3.6	1.5	23,500	18.6	4.3
Jewish	725	0.7	2.4	59,075	54.3	10.7
South Asian	11,090	10.5	3.7	20,925	19.7	3.8
Portuguese	4,175	4.3	1.4	4,650	4.7	0.8
Other Single Origins	76,905	11.3	25.5	116,145	17.0	21.0
Multiple Origins	81,690	8.6	27.1	120,190	12.6	18.5
Total Population	301,125	8.9	100.0	552,365	16.2	100.0

* **See Notes on the Data** for details.
Source: 1986 Census of Canada.

MUNICIPAL POPULATIONS BY SELECTED ETHNIC ORIGINS

1986

Table 14.c

Ethnic Origin *	Municipality					
	Scarborough			City of Toronto		
	#	%	%	#	%	%
Single Options	349,150	14.3	72.7	436,980	17.9	72.2
British	151,025	15.6	31.4	139,080	14.4	22.5
French	9,725	14.9	2.0	12,575	19.3	2.1
Italian	21,580	7.4	4.5	35,085	12.0	5.8
Chinese	30,125	23.8	6.3	40,475	32.0	6.7
Jewish	990	0.9	0.2	21,325	19.6	3.5
South Asian	23,545	22.2	4.9	10,150	9.6	1.7
Portuguese	4,865	5.0	1.0	50,305	51.3	8.3
Other Single Origins	107,295	15.7	22.3	127,985	18.8	21.1
Multiple Origins	131,125	13.8	27.3	168,605	17.7	27.8
Total Population	480,270	14.1	100.0	605,585	17.8	100.0

* See **Notes on the Data** for details.
Source: 1986 Census of Canada.

MUNICIPAL POPULATIONS BY SELECTED ETHNIC ORIGINS

1986

Table 14.d

Ethnic Origin *	**Municipality**		
	York		
	#	%	%
Single Options	107,400	4.4	79.9
British	29,000	3.0	21.6
French	2,180	3.3	1.6
Italian	24,680	8.4	18.4
Chinese	2,100	1.7	1.6
Jewish	4,950	4.5	3.7
South Asian	2,750	2.6	2.0
Portuguese	7,530	7.7	5.6
Other Single Origins	34,205	5.0	25.5
Multiple Origins	26,970	2.8	20.1
Total Population	134,370	4.0	100.0

* See **Notes on the Data** for details.
Source: 1986 Census of Canada.

MUNICIPAL POPULATIONS BY PLACE OF BIRTH
METROPOLITAN TORONTO
1986

Table 15.a

Place of Birth	Metropolitan Toronto		East York		
	#	% of mun. pop.	#	% of mun. pop.	% of group
Total Population	2,173,890	100.00	100,175	100.0	4.6
Born in Canada	1,291,955	59.4	62,810	62.7	4.9
Born outside Canada	881,940	40.6	37,370	37.3	4.2
North America	26,375	1.2	945	1.0	3.6
Europe	501,955	23.1	21,450	21.4	4.3
United Kingdom	120,975	5.6	7,700	7.7	6.4
Asia	186,425	8.7	7,750	7.7	4.2
Carribean and Guyana	11,320	5.1	4,540	4.5	4.1
Africa	26,280	1.2	2,035	2.0	7.7
South America	19,255	1.0	345	0.3	1.8
Australasia	3,435	0.2	100	0.1	2.9
Central America	5,375	0.2	165	0.2	3.1

Source: 1986 Census of Canada

MUNICIPAL POPULATIONS BY PLACE OF BIRTH
METROPOLITAN TORONTO
1986

Table 15.b

Place of Birth	Etobicoke			North York		
	#	% of mun. pop.	% of group	#	% of mun. pop.	% of group
Total Population	301,125	100.00	13.9	552,365	100.00	25.4
Born in Canada	192,185	63.8	14.9	307,875	55.7	23.8
Born outside Canada	108,935	36.2	12.4	244,490	44.3	27.7
North America	2,560	1.0	9.7	6,225	1.1	23.6
Europe	71,765	23.8	14.3	136,970	24.8	27.3
United Kingdom	17,215	5.7	14.2	26,650	4.8	22.0
Asia	16,945	5.7	9.1	49,815	9.0	26.7
Carribean and Guyana	12,035	4.0	10.8	31,060	5.6	27.9
Africa	2,125	0.7	8.1	10,095	1.8	38.4
South America	2,535	1.0	13.2	7,230	1.3	37.5
Australasia	305	0.1	8.9	960	0.2	27.9
Central America	540	0.2	10.0	1,655	0.3	30.8

Source: 1986 Census of Canada

MUNICIPAL POPULATIONS BY PLACE OF BIRTH
METROPOLITAN TORONTO
1986

Table 15.c

Place of Birth	Scarborough			City of Toronto		
	#	% of mun. pop.	% of group	#	% of mun. pop.	% of group
Total Population	480,270	100.00	22.1	605,585	100.00	27.9
Born in Canada	297,945	62.0	23.1	357,850	59.1	27.7
Born outside Canada	182,330	38.0	20.7	247,740	40.9	28.1
North America	3,565	1.0	13.5	11,970	2.0	45.4
Europe	83,385	17.4	16.6	147,415	24.3	29.4
United Kingdom	32,895	7.0	27.2	30,455	5.0	25.2
Asia	47,935	10.2	25.7	58,075	9.6	31.2
Carribean and Guyana	37,090	7.7	33.3	17,470	3.0	15.7
Africa	6,640	1.4	25.3	4,360	1.0	16.6
South America	1,685	0.4	8.8	5,300	1.0	27.5
Australasia	685	0.1	19.9	1,295	0.2	37.7
Central America	1,050	0.2	19.5	1,350	0.2	25.1

Source: 1986 Census of Canada

MUNICIPAL POPULATIONS BY PLACE OF BIRTH
METROPOLITAN TORONTO
1986

Table 15.d

Place of Birth	York		
	#	% of mun. pop.	% of mun. pop.
Total Population	134,370	100.00	6.2
Born in Canada	73,295	54.6	5.7
Born outside Canada	61,075	45.5	6.9
North America	1,115	1.0	4.2
Europe	40,980	30.5	8.2
United Kingdom	6,060	4.5	5.0
Asia	5,910	4.4	3.2
Carribean and Guyana	9,125	7.0	8.2
Africa	1,025	1.0	3.9
South America	2,165	1.6	11.2
Australasia	100	0.1	2.9
Central America	605	0.5	11.3

Source: 1986 Census of Canada

RACIAL MINORITY POPULATION BY MUNICIPALITY *
METROPOLITAN TORONTO
1986

Table 17.a

Ethno/Racial Group	Metropolitan Toronto	
	Total	Percent
Total Population	2,173,890	100.0
Total Racial Minorities	445,615	20.5
Blacks	133,035	6.1
Chinese	111,095	5.1
Indo-Pakistanis	80,250	3.7
Filipino	27,410	1.3
West Asians and Arabs	26,210	1.2
Latin Americans	17,945	0.8
Southeast Asians	13,180	0.6
Japanese	11,670	0.5
Korean	11,295	0.5
Pacific Islanders	370	0.02
Multiple Racial Minorities	13,155	0.6
Non-Racial Minorities	1,728,280	79.5

* Racial Minority category as defined by Employment and Immigration Canada, Employment Equity Branch.

Source: Ethnocultural Database, Ministry of Citizenship.

RACIAL MINORITY POPULATION BY MUNICIPALITY *
METROPOLITAN TORONTO
1986

Table 17.b

Ethno/Racial Group	East York Total	Percent
Total Population	100,175	100.0
Total Racial Minorities	19,470	19.4
Blacks	4,885	4.9
Chinese	5,190	5.2
Indo-Pakistanis	4,740	4.7
Filipino	1,790	1.8
West Asians and Arabs	665	0.7
Latin Americans	340	0.3
Southeast Asians	215	0.2
Japanese	795	0.8
Korean	340	0.3
Pacific Islanders	25	0.02
Multiple Racial Minorities	485	0.5
Non-Racial Minorities	80,710	80.6

* Racial Minority category as defined by Employment and Immigration Canada, Employment Equity Branch.

Source: Ethnocultural Database, Ministry of Citizenship.

RACIAL MINORITY POPULATION BY MUNICIPALITY *

METROPOLITAN TORONTO

1986

Table 17.c

Ethno/Racial Group	Etobicoke	
	Total	Percent
Total Population	301,120	100.0
Total Racial Minorities	45,475	15.1
Blacks	15,400	5.1
Chinese	4,965	1.7
Indo-Pakistanis	12,110	4.0
Filipino	3,090	1.0
West Asians and Arabs	2,660	0.9
Latin Americans	1,920	0.6
Southeast Asians	780	0.3
Japanese	1,385	0.5
Korean	1,990	0.7
Pacific Islanders	--	--
Multiple Racial Minorities	1,170	0.4
Non-Racial Minorities	255,645	84.9

* Racial Minority category as defined by Employment and Immigration Canada, Employment Equity Branch.

Source: Ethnocultural Database, Ministry of Citizenship

RACIAL MINORITY POPULATION BY MUNICIPALITY *

METROPOLITAN TORONTO

1986

Table 17.d

Ethno/Racial Group	North York	
	Total	Percent
Total Population	552,365	100.0
Total Racial Minorities	119,735	21.7
Blacks	37,630	6.8
Chinese	24,530	4.4
Indo-Pakistanis	22,900	4.2
Filipino	4,900	0.9
West Asians and Arabs	11,605	2.1
Latin Americans	6,350	1.2
Southeast Asians	2,675	0.5
Japanese	2,535	0.5
Korean	3,180	0.6
Pacific Islanders	130	0.02
Multiple Racial Minorities	3,305	0.6
Non-Racial Minorities	432,625	78.3

* Racial Minority category as defined by Employment and Immigration Canada, Employment Equity Branch.

Source: Ethnocultural Database, Ministry of Citizenship

RACIAL MINORITY POPULATION BY MUNICIPALITY *

METROPOLITAN TORONTO

1986

Table 17.e

Ethno/Racial Group	Scarborough	
	Total	Percent
Total Population	480,270	100.0
Total Racial Minorities	128,140	26.7
Blacks	40,430	8.4
Chinese	31,850	6.6
Indo-Pakistanis	26,040	5.4
Filipino	10,090	2.1
West Asians and Arabs	6,080	1.3
Latin Americans	2,030	0.4
Southeast Asians	1,090	0.2
Japanese	3,160	0.7
Korean	2,895	0.6
Pacific Islanders	150	0.03
Multiple Racial Minorities	4,320	0.9
Non-Racial Minorities	352,135	73.3

* Racial Minority category as defined by Employment and Immigration Canada, Employment Equity Branch.

Source: Ethnocultural Database, Ministry of Citizenship

RACIAL MINORITY POPULATION BY MUNICIPALITY *

METROPOLITAN TORONTO

1986

Table 17.f

Ethno/Racial Group	City of Toronto	
	Total	Percent
Total Population	605,590	100.0
Total Racial Minorities	109,605	18.1
Blacks	23,215	3.8
Chinese	42,325	7.0
Indo-Pakistanis	11,440	1.9
Filipino	6,735	1.1
West Asians and Arabs	4,315	0.7
Latin Americans	5,235	0.9
Southeast Asians	7,190	1.2
Japanese	3,285	0.5
Korean	2,430	0.4
Pacific Islanders	55	0.01
Multiple Racial Minorities	3,390	0.6
Non-Racial Minorities	495,985	81.9

- Racial Minority category as defined by Employment and Immigration Canada, Employment Equity Branch.

Source: Ethnocultural Database, Ministry of Citizenship

RACIAL MINORITY POPULATION BY MUNICIPALITY *

METROPOLITAN TORONTO

1986

Table 17.g

Ethno/Racial Group	York	
	Total	Percent
Total Population	134,370	100.0
Total Racial Minorities	23,185	17.3
Blacks	11,480	8.5
Chinese	2,245	1.7
Indo-Pakistanis	3,020	2.3
Filipino	795	0.6
West Asians and Arabs	885	0.7
Latin Americans	2,080	1.6
Southeast Asians	1,235	0.9
Japanese	520	0.4
Korean	455	0.3
Pacific Islanders	--	--
Multiple Racial Minorities	480	0.4
Non-Racial Minorities	111,180	82.7

* Racial Minority category as defined by Employment and Immigration Canada, Employment Equity Branch.

Source: Ethnocultural Database, Ministry of Citizenship

MUNICIPAL POPULATIONS BY OFFICIAL LANGUAGE ABILITY

METROPOLITAN TORONTO

1986

Table 22

Municipality	Total Population	No Official Language Ability		
	#	#	% of Metro	% of Municipality
Metropolitan Toronto	2,192,720	87,450	100.0	4.0
East York	101,085	2,855	3.4	2.8
Etobicoke	302,970	6,865	7.9	2.3
North York	556,300	21,380	24.4	3.8
Scarborough	484,675	10,905	12.5	2.2
City of Toronto	612,290	37,860	43.3	6.2
York	135,400	7,585	8.7	5.6

Source: 1986 Census of Canada.

MUNICIPAL POPULATIONS
BY IMMIGRANT STATUS AND PERIOD OF IMMIGRATION
AS A PERCENTAGE OF IMMIGRANT GROUP
1986

Table 23

Municipality	Total Population	Canadian Born	Period of Immigration		
			Pre-1966	1967-1982	1983-1986
East York	101,175	62,805	16,580	18,445	2,325
	4.6%	4.7%	4.5%	4.2%	3.4%
Etobicoke	301,120	192,185	56,665	46,175	6,090
	13.7%	14.9%	15.2%	10.4%	9.0%
North York	552,365	307,875	108,435	116,460	19,595
	25.2%	23.8%	29.1%	26.4%	28.9%
Scarborough	480,275	297,945	65,185	103,535	13,605
	21.9%	23.1%	17.5%	23.4%	20.1%
City of Toronto	605,585	357,845	97,350	128,085	22,235
	27.6%	27.7%	26.2%	29.0%	32.8%
York	134,370	73,295	27,945	29,260	3,870
	6.1%	5.1%	7.5%	6.6%	5.7%
Total Metropolitan Toronto	2,192,720 100.0%	1,291,950 100.0%	372,160 100.0%	441,960 100.0%	67,720 100.0%

Source: 1986 Census of Canada.

CHANGE IN MUNICIPAL POPULATIONS BY PLACE OF BIRTH
METROPOLITAN TORONTO
1981 TO 1986

Table 25.a

Place of Birth	Etobicoke Change * #	Etobicoke Change * %	North York Change #	North York Change %
Total Population	53,645	2.5%	-960	-1.0%
Born in Canada	44,275	3.6.%	2,110	3.5%
Born Outside Canada	9,370	1.1%	3,065	-7.6%
North America	-1,765	-6.3%	-290	-23.5%
Europe	-52,955	-9.6%	3,215	-13.0%
United Kingdom	-27,070	-18.3%	-2,185	-22.1%
Asia	43,185	30.2%	-340	-4.2%
Carribean and Guyana	14,200	14.6%	625	16.0%
Africa	2,245	9.3%	325	19.0%
South America	2,285	13.5%	-10	-2.8%
Australasia	-2,530	-42.4%	-315	-75.9%
Central America	3,215	148.8%	110	200.0%

* Change is based on the difference between the populations at the time of the 1981 and 1986 Censuses.

Source: Ethnocultural Data Base, Ministry of Citizenship.

CHANGE IN MUNICIPAL POPULATIONS BY PLACE OF BIRTH

METROPOLITAN TORONTO

1981 TO 1986

Table 25.b

Place of Birth	Etobicoke		North York	
	Change *		Change	
	#	%	#	%
Total Population	3,800	1.3%	-3,235	-0.6%
Born in Canada	80	0.04%	-4,395	-1.4%
Born Outside Canada	3,715	3.5%	1,160	0.5%
North America	-680	-21.0%	-1,115	-15.2%
Europe	-3,695	-4.9%	11,785	-7.9%
United Kingdom	-4,110	-19.3%	-7,025	-20.9%
Asia	4,160	32.5%	10,000	25.1%
Carribean and Guyana	2,935	32.3%	2,250	7.8%
Africa	170	8.7%	-50	-0.5%
South America	625	32.7%	1,200	19.9%
Australasia	-315	-50.8%	-710	-42.5%
Central America	385	248.4%	885	114.9%

* Change is based on the difference between the populations at the time of the 1981 and 1986 Censuses.

Source: Ethnocultural Data Base, Ministry of Citizenship.

CHANGE IN MUNICIPAL POPULATIONS BY PLACE OF BIRTH
METROPOLITAN TORONTO
1981 TO 1986

Table 25.c

Place of Birth	Scarborough		City of Toronto	
	Change *		Change	
	#	%	#	%
Total Population	40,715	9.3%	12,855	2.2%
Born in Canada	19,970	7.2.%	22,800	6.8%
Born Outside Canada	20,750	12.8%	-9,840	-3.8%
North America	-225	-5.9%	695	6.2%
Europe	-4,395	-5.0%	24,795	-14.4%
United Kingdom	-6,930	-17.4%	-5,235	-14.7%
Asia	15,195	46.4%	13,335	29.8%
Carribean and Guyana	8,065	27.8%	-195	-1.1%
Africa	1,320	24.8%	435	11.1%
South America	170	11.2%	-175	-3.2%
Australasia	-490	-41.7%	-290	-18.3%
Central America	820	356.5%	640	90.1%

* Change is based on the difference between the populations at the time of the 1981 and 198 Censuses.

Source: Ethnocultural Data Base, Ministry of Citizenship.

CHANGE IN MUNICIPAL POPULATIONS BY PLACE OF BIRTH
METROPOLITAN TORONTO
1981 TO 1986

Table 25.d

Place of Birth	York	
	Change *	
	#	%
Total Population	375	0.3%
Born in Canada	3,720	5.4%
Born Outside Canada	-3,345	-5.2%
North America	-135	-10.8%
Europe	-5,250	-11.4%
United Kingdom	-1,590	-20.8%
Asia	855	16.9%
Carribean and Guyana	520	6.0%
Africa	160	18.5%
South America	470	27.7%
Australasia	-420	-80.8%
Central America	385	175.0%

*Change is based on the difference between the populations at the time of the 1981 and 1986 Censuses.

Source: Ethnocultural Data Base, Ministry of Citizenship.